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ABSTRACT

An overview is provided of the history and current status of merit pay from the perspectives of faculty unions, community and junior colleges, and elementary and secondary schools. Chapter 1 stresses the need to raise the salaries of master teachers, and chapter 2 discusses the responses of faculty unions, faculty members, and the public to the advent of merit pay. Chapter 3 suggests that a rationale and philosophical basis be developed by colleges before a merit plan is instituted, while chapter 4 offers suggestions for the development of an administrative evaluation system to identify excellence in instructional performance. Types of merit pay or merit recognition plans in place or being proposed at elementary and secondary schools are reviewed in chapter 5, while chapter 6 summarizes the findings of a national study of merit recognition in American community colleges. Chapter 7 outlines the provisions of specific merit pay and merit recognition plans in two-year institutions. Chapter 8, the final chapter, presents a summary of the issues related to merit pay, reviews emerging trends, and expresses hopes for the overall improvement of the quality of the American education system in the next decade. (ALB)

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MERIT IN EDUCATION

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JC 870 215

By HANS A. ANDREWS

MERIT IN EDUCATION

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Prologue

". . . dramatic changes in our nation's teaching force will soon lead to serious shortages of qualified teachers unless policies that restructure the teaching profession are pursued. Until teaching becomes a more attractive career alternative, the problems of attracting and retaining talented teachers will undermine the success of other reforms intended to upgrade educational programs and curricula.

"The current highly educated and experienced teaching force is dwindling as older teachers retire in increasing numbers and many younger teachers leave for other occupations. Recent evidence suggests that new recruits to teaching are less academically qualified than those who are leaving, and the number of new entrants is insufficient to meet the coming demand for teachers. The most academically able recruits to teaching leave the profession within a very short time."

Darling-Hammond
in *Beyond the Commission Reports: The Coming Crisis in Teaching*
(p. v.)

Dedicated to

RONALD REAGAN
President of the United States of America

. . . for making "Merit" in Education
an issue worth considering in the
pursuit of "Excellence" in
American schools and colleges
in the 1980s.

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Preface

The year is 1990 and the hard-fought-for educational reforms in the mid- to late-1980s are facing their first major tests. Salaries competitive with those in many other professions have finally been approved in virtually all states. Master teacher plans, faculty education travel, one-semester sabbaticals, and state-of-the-art capital equipment and supplies have finally been accepted as the way to "conduct the business" of education.

The late 1980s saw a "war on incompetence" in education never before addressed. Tens of thousands of poor or even incompetent teachers were removed through upgraded administrative evaluation systems. Many of these teachers challenged the new evaluation standards through arbitration and court tests. The majority left through resignations and early retirement as a ripple effect to the highly strengthened evaluation systems that were instituted. In addition, new academic and experience standards were instituted for administrative personnel charged with maintaining these new levels of excellence in the field of education. Thousands of the administrators in place during the mid-1980s have gone the same way as the poor or incompetent faculty members.

The entry into teaching during a fifth year of college, as a student teacher working under a master teacher, is

now the norm in 1990. The first class of graduates will be available in June of 1990. For once it appears the entry-level pay of $23,000 by 1987 standards and career pay levels ranging up to $55,000, offer career opportunities in education unprecedented in any earlier period in American education.

WANTED: CAREER TEACHERS

WANTED: HIGH SCHOOL HISTORY TEACHER. Must have M.A. degree and 45 college credits in field, and have graduated from a five-year teacher-preparation program (1980s Reformed Preparation Accredited School Program). Salary range to start from $25,000 - $27,000 with Master Teacher possibility to $55,000 after 6 - 10 years.

WANTED: ELEMENTARY TEACHER, GRADE LEVEL 3rd - 5th GRADE. Must have master's degree in early elementary education and be a graduate of a five-year Reformed Preparation Accredited School Program (R.P.A.S.P.). Salary range to start from $25,000 - $27,000. Merit recognition programs for continuous meritorious service after third year. Career pay to $55,000. Experience up to 12 years accepted.

WANTED: COLLEGE CHEMISTRY INSTRUCTOR. EXPERIENCE IN FIELD PREFERRED. Salary $30,000 - $40,000; career pay to $60,000.

The general public, concerned legislators, governing boards, competent faculty and their unions, and administrators all contributed to these long needed reforms.

While the above scenario is presently fictional, the author believes the seeds have been sown in the middle to late 1980s for much of the reform described above to take place by 1990.

The *reality* of the situation in the mid-1980s was clearly outlined by Darling-Hammond (1984, p. 1):

> **WANTED**
>
> College graduate with academic major (master's degree preferred). Excellent communication and leadership skills required. Challenging opportunity to serve 150 clients daily, developing up to five different products each day to meet their needs. This diversified job also allows employee

> to exercise typing, clerical, law enforcement, and social work skills between assignments and after hours. Adaptability helpful, since suppliers cannot always deliver goods and support services on time. Typical work week 47 hours. Special nature of work precludes fringe benefits such as lunch and coffee breaks, but work has many intrinsic rewards. Starting salary $12,769, with a guarantee of $24,000 after only 14 years.

The issue of MERIT PAY in education is one of the most volatile, controversial, and widespread educational issues to surface in the 1980s. In reaction to the critical national studies in the mid-1980s that pointed out the sorry condition of the public education systems, the general public has been *awakened!* A national commission, appointed to study ways to grant merit pay to faculty members, stumbled *abruptly* over the low salaries and status that existed for American faculty members everywhere.

This book analyzes the status of recognition of merit in its evolutionary stage starting in the second half of the 1980s. The author examines merit from the perspective of teacher unions, community and junior colleges, and elementary and secondary schools. Before the reader completes this book, he or she should gain an appreciation for the pros and cons that have been put forward by the many audiences with a stake in the "merit pay" movement, as well as a feel for the challenge this issue presents to all of education.

Merit pay is being touted as a means of recognizing and rewarding the excellence that currently exists within our educational system. It does not, however, address an even greater problem (and disgrace in American education)—those poorly prepared and incompetent faculty members who have been allowed to enter the system and expand their numbers within our schools. This writer, in an earlier book entitled *Evaluating for Excellence* (1985), made the point that "excellence cannot be assumed without an effective administrative evaluation system for faculty." In other words, incompetent faculty member performances must be identified through effective and responsible evaluation—and be dealt with appropriately.

The author has looked at the potential to be gained from the new reforms by all persons in education. The

book begins with a focus on the need to raise the top-level salaries of quality or "master teachers" in Chapter 1, "Merit Pay: A Threat or Challenge to the Status Quo." Chapter 2, "The Union, Faculty, and Public Response," focuses upon how the National Education Association (NEA), the American Federation of Teachers (AFT), faculty members in general, and the public have responded to the challenge of merit pay. Chapter 3, "Developing a Philosophy for Merit Recognition or Merit Pay," suggests that a supporting rationale and a philosophical basis should be developed by school districts and colleges prior to instituting a merit pay system. Chapter 4, "Merit as an Outcome of Evaluation," describes the system necessary to identify excellence in instructional performances that warrant merit recognition. Chapter 5, "Merit Recognition Practices in Elementary and Secondary Schools," reviews the types of merit pay or merit recognition plans in action or being proposed. Chapter 6, "Merit Recognition Practices in Community and Junior Colleges," presents the summary of a national research project on merit recognition and merit pay plans in American community and junior colleges in the mid-1980s. Chapter 7, "Specific Merit Pay and Merit Recognition Plans in American Community and Junior Colleges," outlines in some detail those plans presented in the previous chapter. And Chapter 8, "Prognosis Into the 1990s," presents a summary of the merit pay issues, emerging plans, and hopes for the overall improvement of both the quality and the status of the American education system in the next decade.

I thank the following persons for stimulating my interest in merit in education well beyond a passing curiosity: Dr. Al Wisgoski, president of Illinois Valley Community College, whose belief in an open and participatory management system has allowed for creative and well supported endeavors. These have included a merit recognition program for faculty members and other college personnel and an administrative evaluation system that has evolved and gained respect in Illinois and nationally; Dr. Clem Jasiek (chairperson), Sara Penfield, Thomas Brandner, Robert Small, Dale McConville, Durley Boyle, and Gary Boss who made up the I.V.C.C. Board of Trustees. Special thanks go

George Herpolsheimer, Walter Zukowski, and Bruce Mackey for their legal advice and support over the years. Gordon Sears, retired trustee, also deserves recognition for his support for quality education. Fellow researcher William Marzano provided much of the support and work needed to attempt the national study on merit pay practices in community and junior colleges. I am indebted to my wife Carolyn and daughters Christina Marie Bauer and Ashley Ann for their continuing support and encouragement through the months of preparing the book manuscript. My brother, Larry, a faculty merit recognition winner at Florida Central University 1984, has provided a less obvious stimulus and driving force in this project; and mother, Grace L. Andrews, has stood behind her children beginning as the sole supporter in the early 1940s. She provided an example on how quality in the workplace can be accomplished at all levels.

Special thanks are due to Betty Jo Hansen and Evelyn Moyle for their excellent research support and to Sandra Rodriguez for her exceptional word processing skills and assistance.

The Author

HANS A. ANDREWS is Dean of Instruction of Illinois Valley Community College. His Bachelor of Science degree (1960) was earned at Central Michigan University in business education. His Master of Arts degree in counseling and guidance was earned at Michigan State University (1963), and his Ed.D. degree (1971) from the University of Missouri-Columbia in counseling psychology.

Andrews' professional roles in community colleges have been primarily in administration. His present role as instructional dean at Illinois Valley Community College was preceded by several years as Vice President for Community and Student Services, Dean of Community Services, Evening College Dean, and Evening College Counselor all at Kellogg Community College in Michigan. Andrews has published a number of professional articles in the following publications: *Community and Junior College Journal; The Journal of Staff, Program & Organization Development; School Business Affairs; Community College Frontiers; The Community Services Catalyst; The Journal of Student Financial Aid, Community Education Journal; Journal of Vocational Behavior; Journal of Counseling Psychology; NASSP Journal;* and *The School Administrator.*

He is also the author of the book *Evaluating for Excellence* (1985), which focused upon the need for an administrative evaluation system for public schools and colleges.

Andrews is editor of *Administrative Action*, a newsletter dedicated to the improvement of instruction and is a member of the editorial board of the *Community Service Catalyst* and the *Community Education Journal.* He is a past president of the executive board of the National Council of Community Services and Continuing Education. He was the recipient of the "National Person of the Year in the Field" in 1985 for the Community Services and Continuing Education Council.

Dr. Andrews spent five years as a teacher and Director of Guidance in Michigan high schools.

Foreword

There is much talk of the importance of and necessity for merit pay. It is apparent from many surveys of educational opinion that the majority of the public believes that teachers should be paid on the basis of merit. The problem is that methods of assessing merit in ways that are fair, free of political influence and without personal bias, have been exceedingly difficult to come by. Thus, the majority of teacher groups have opposed merit pay, not because they believe teachers should not be paid according to merit, but because they do not have confidence in the methods whereby merit is determined. Perhaps the ultimate insult to teachers is not merit pay but that pay does not correlate with the quality of instruction.

Dean Hans Andrews puts into the assessment of merit the idea of merit reward, not just merit pay. Teachers seek and want various kinds of rewards. Dean Andrews gives workable and practical guidelines for determining merit rewards in ways that are acceptable to boards of trustees, administrators, and teachers.

Anyone who wishes to pursue thoughtfully and with personal commitment the establishment of merit rewards in a school or college will find this book by Dean Hans Andrews to be a continuous and inspiring source of help. He shows clearly how merit reward systems can be the

catalyst which triggers long needed reforms in education. In this provocative book Hans Andrews views the needs for strong administrative evaluation systems as necessary in order to identify properly, and reward appropriately, all teachers and administrators. He provides the reader with numerous examples of merit rewards and practices of merit recognition. He presents the responses of the unions to merit rewards and cites practical working examples of how unions, administrators, and boards of trustees are working together to support and enhance improved education in their respective schools and colleges.

Teacher education institutions increasingly are demanding closer screening of their students and competent preparation by their faculties. Dean Andrews asks if we will have schools and colleges in this country by 1990 ready to accept, enhance and continually encourage these high quality teachers. I join with him in saying that the answer emphatically is "yes" if we can now begin to establish the reforms needed in our school systems. The first and most basic of these reforms is a thoughtful and rationally practiced system of determining merit rewards.

I have known Hans Andrews and observed his work closely for the last sixteen years. He has always been a thorough and conscientious analyst of exceedingly complex educational situations. His previous book, *Evaluating for Excellence*, was an important step in encouraging practical approaches to the establishment of excellence in education. His present book, *Merit in Education*, fills a nationwide need to point the way to accomplish what the majority of the public, the bulk of the profession and nearly all boards of trustees feel must be done—reward teachers according to merit. I believe you will share with me the inspiration and enthusiasm which comes from reading and practicing the thoughtful guidelines which Dean Andrews proposes.

Ralph C. Bedell, Ph.D.

Professor Emeritus of Education
University of Missouri-Columbia
Formerly, Director, National
Defense Counseling and Guidance
Institutes, United States Office of
Education, Washington, D. C.

1

Merit Pay: A Threat or Challenge to the *Status Quo*

If two events take place in the American education system within the next three- to five-year period, this book will have limited value to teachers, administrators, governing boards, and the general public.

If *teacher salaries dramatically increase* and if boards and administrators provide for *responsible evaluation* that leads to the dismissal of incompetent faculty members, the question of merit becomes somewhat moot.

Assuming that neither of these educational reforms will happen very quickly, this author presents a study of merit pay and merit recognition that, if properly incorporated into education systems, may be the stimulus of the 1980s that will help move education into a higher status position in American society in the 1990s.

IDENTIFYING THE *STATUS QUO*

Before looking into whether *merit pay* is an issue that provides a threat or a challenge to the *status quo* of educators, it will be useful to check such status of American teachers as it exists in the middle to late 1980s. Feistritzer (1983) shows how educational salaries of teachers compare to those of other professions:

> Teacher salaries at entry—$12,769 for public elementary or secondary school beginning with a bachelor's degree—are almost $3,500 below starting pay for the next lowest professional, $16,200 for a college graduate in business administration, and considerably less than for the highest for the holder of a bachelor's degree, $20,364 in computer sciences. The worst news, however, is how the gap widens as the years go by—about $25,000 after 15 years for the teachers, $40,000 to $50,000 for, say, an accountant who started at $16,000. (p. 112)

Feistritzer credits this information to the National Education Association (NEA) in its study of salaries in 1981-82.

In his *Merit Pay Task Force Report* (1984), representative Carl D. Perkins also showed how low pay is a major problem in obtaining and keeping high-quality teachers in the American school system (see Exhibit 1).

Darling-Hammond, with the RAND Corporation, published a study in 1984 entitled "Beyond the Commission Reports: The Coming Crisis in Teaching." Authors of the study stated:

> . . . until teaching becomes a more attractive career alter-

EXHIBIT 1

Average Salary of Employees in Selected White Collar Occupations in Private Establishments, March, 1982

Occupation	Average Annual Salary	Occupational Class Average Entry to Top Level
Accountant	$26,306	$18,260 - 48,549
Attorney-salaried	43,249	25,162 - 76,202
Programmer/Analyst	24,809	17,535 - 35,430
Chemist	32,844	19,640 - 53,658
Engineer	34,745	23,622 - 52,494
Drafter	19,816	11,739 - 25,909
Computer Operator	16,231	11,896 - 23,267
Secretary	16,539	14,000 - 21,546
Typist	11,195	10,893 - 13,723
Teacher	18,945	12,966 - 23,437

Source: Calculations based on white collar salaries, March, 1982, U. S. Department of Labor, Bureau of Labor Statistics.

native, the problems of attracting and retaining talented teachers will undermine the success of reforms intended to upgrade educational programs and curricula.

The RAND report identifies the way the teaching force is going through some "dramatic changes." They point out that the "number of highly educated and experienced teachers are dwindling as older ones retire and many younger ones leave for other occupations." In addition, the younger people entering the field are less academically qualified than those persons leaving the field.

Coupled with the above facts, the RAND report pointed out that faculty salaries had decreased by "15 percent in real dollars over the past decade" at a time when faculty salaries were already considerably below other occupations in which college degrees were required.

The RAND report presented some statistics from the NEA that showed a drastic change in the number of teachers who indicated they "would not teach again." The number went up from approximately 10 percent in 1970-71 to approximately 38 percent in 1980-81 (see Exhibit 2). The authors also found that less than 50 percent of the teachers presently in the field of teaching plan to teach until their retirement years. These statistics should be startling to anyone concerned with the future of the quality of education.

A second set of facts revealed by the RAND study of faculty members in the early 1980s centered on teachers' dissatisfaction with the working conditions they encounter. Those teachers with an academic major in their field of teaching (bachelor's or master's degrees) were *more* dissatisfied than those who may lack a major in their field of teaching (in short, those teachers less qualified!). Exhibit 3 lists the major reasons for this dissatisfaction:

1. Lack of administrative support;
2. Bureaucratic interference in their work;
3. Lack of autonomy; and
4. Salaries and other working conditions.

Among several of the recommendations made for reform in education, the RAND report called for teachers to receive "professionally competitive salaries starting at

$20,000 and increasing to $50,000 over the course of their careers."

EXHIBIT 2

Percents of Teachers Who Would Not Teach Again —Teacher Dissatisfaction Has Increased . . .

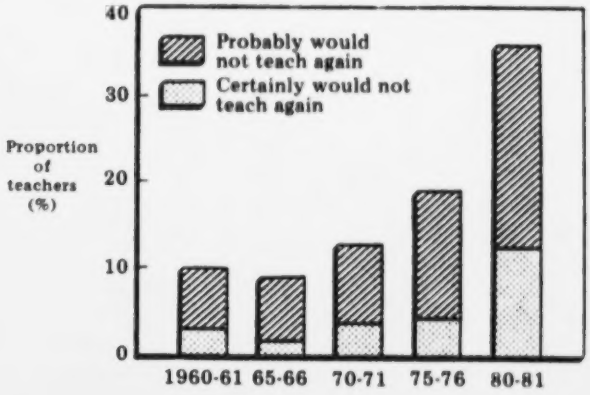
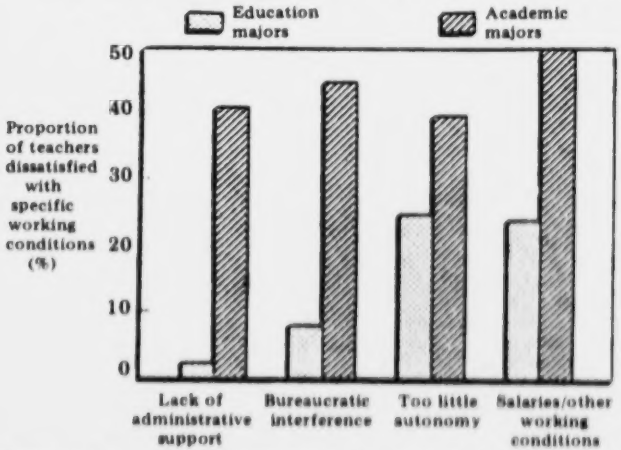


EXHIBIT 3

The Best Qualified Teachers Are the Most Dissatisfied



Source: *Beyond the Commission Reports: The Coming Crisis in Teaching*, Rand Corporation, 1984.

DEFINING MERIT PAY

Merit is defined as a reward in various ways in education. It is designed to recognize outstanding or high-quality work performances of teachers. Perkins (1984) in the *Merit Pay Task Force Report* concluded that performance based pay is found in two general forms: merit pay and a structured, advancement system such as a career ladder. The pay can come as a bonus or in an increased annual salary (p. 4).

The *Webster's New Collegiate Dictionary* defines merit as "to be entitled to reward or honor; a praiseworthy quality; character or conduct deserving reward, honor, or esteem."

Webster's defines *meritocracy* as an educational system whereby the talented are chosen and moved ahead on the basis of their achievement and leadership is exercised by the talented.

THE CHALLENGE AND THE THREAT

Wilson (1980) sees merit pay as an incentive that "encourages the optimum performance of all individuals within an institution." He suggests that without these types of rewards there can be "little incentive for teachers to give of themselves beyond 'maintaining' the classroom." This is especially applicable where all faculty members are on the same lock-step pay system. He goes on to attack the critics of a merit pay system:

> Ordinary teachers have been able to take comfort in the fact that teaching can not be objectively evaluated and they have been the ones to reap the benefits, for they have been rewarded for their years of service rather than for the quality of their performance. Good or bad—it has made no difference. All have been rewarded and to the same degree. Therefore, it is understandable why dull, uninteresting persons would object to a system of merit pay. Minimal performance would no longer be rewarded. Only competent teachers would be rewarded and for meritorious performance.
>
> To continue to reward mediocrity is to undermine the profession whose responsibility it is to recognize and reward excellence among its clients and to train experts for the other professions (p. 5).

Meeth (1977) points out one concern relative to improving teaching. He sees *teaching* (vs. publishing, etc.) as having low status among faculty promotion criteria in four-year college pay decisions. He says faculty members, therefore, do not see much need for improving their instruction. He continues, "then the possibility of any great change resulting from the national focus on improved instruction grows increasingly remote" (pp. 4-5).

Cramer (1983a) suggests that "putting merit pay plans into effect in your schools will be the challenge of the decade, calling on all the human relations and management skills your board can muster." He sees merit as one of the ways the public can find a measure to attract and keep the good teachers in their schools (p. 7).

Teacher unions oppose it as a *threat* on the grounds that only a few of the competent faculty will receive the rewards from a merit pay system.

Board President Frederic Genck in Lake Forest, Illinois, is adamant in his support of merit pay. His school has had a plan for merit pay for 12 years. He says, "Any school board member who is spending the public's money on teacher salaries without pay-for-performance plans should be thrown out of office. These boards have been abusing the public's trust—and taxes" (Cramer, 1983a, p. 10).

In his article "Why Not Merit Pay," Dennis (1982) attacks the entire process of merit pay as being *fundamentally dishonest:* "It is dishonest because if the measure of merit can not be made validly, which it can not, it should not be made at all" (p. 18).

He lists eight reasons why he feels merit pay is dishonest:

> 1. *First*, a simple perusal of faculty salary differentials reveals that at most universities they have very little to do with achievement. In some cases, people appear to have been in the right places at the right time, in others cronyism is apparent, and in others the erstwhile holding of an administrative post would seem to have been of inestimable advantage.
>
> 2. *Second*, as long as pay increases continue to be conceived of in terms of percentages, so will the present inequities continue and indeed worsen.

3. *Third*, the present system is demoralizing at best and actually antagonistic at worst. An entire department, whose faculty may be clearly superior, is still forced to make distinctions.

4. *Fourth*, not only is the process divisive, but it takes an inordinate amount of time.

5. *Fifth*, the process of evaluation inevitably involves much form-filing.

6. *Sixth*, evaluations are made annually. A faculty member may be working on some long-term project. As a consequence, that faculty member may receive below average pay raises for perhaps four, five, or six years.

7. *Seventh*, with the realization that average faculty salaries have fallen far behind the Consumer Price Index over the past twelve years or so, any talk of reward is meaningless.

8. *Eighth*, most, if not all, evaluative instruments measure quantity and not quality" (pp. 18-20).

It should be noted that Dennis' complaints center on the university model of the merit pay process that is used to determine pay for all faculty members in any given department, college, or university. In many elementary and secondary schools and community colleges, annual pay increases are all the same if based upon a negotiated union contract with step increases pre-determined. In these cases merit pay or merit recognition becomes a reward above a normal pay increase for that year. It has more of a tendency to add pay to meritorious faculty members than to draw money away from other persons in the faculty unit, which appears to be the case in the university model. There are those who will argue it draws pay away from those at the bottom in either case!

Interestingly enough, Dennis argues for the introduction of a salary schedule in his closing remarks. Acknowledging that it may take some time to introduce such a system at the university level, he suggests "awarding an *equal* (emphasis added) dollar amount until such time as a schedule is adopted" (p. 21).

President Jimmy Carter, addressing the National Press Club on March 2, 1978, expressed his concerns about the lack of merit and the "complicated rules" that get developed when efforts are made to award merit:

> The simple concept of a 'merit system' has grown into a tangled web of complicated rules and regulations. Managers are weakened in their ability to reward the best and most talented people—and to fire those few who are unwilling to work.
>
> So my first proposition is this—there is inadequate motivation because we have too few rewards for excellence and too few penalties for unsatisfactory work (Lorrich, Shaffer, Hopkins, and Yale, 1980, p. 214).

Friedman (1984), in an article (opinion column) entitled "Merit Pay—The Ultimate Insult to Teachers," did not feel merit pay for excellent teaching was the answer. He said, "My friends and I conceived of a career in education as a calling rather than as a means to material prosperity." In discussing the nature of merit pay, he states: "It is a bounty paid to reluctant workers lacking any motivation or ambition save the contents of a paycheck, a concrete symbol of labor most alienated."

Friedman goes on to say:

> Merit pay is never offered to people engaged in highly respected occupations; they are expected to possess drive and initiative independent of salary considerations. To suggest that granting of merit raises will improve the quality of instruction is the ultimate insult to teachers. It says to us: "You are not professionals, capable of sustaining excellence for its own sake or because nothing less is tolerable; rather, you are lazy and outer-directed, needing petty inducement to perform in a merely acceptable manner.
>
> So please, don't degrade us with offers of merit pay for better instruction; good teachers aren't in it for the money. Instead, restore to us the institution of our dreams—democratic, collegial, and egalitarian, not hierarchical and authoritarian (p. 32).

Not all faculty members who read Friedman's merit "opinion" column agreed with his assessment. Several such members answered him via letters to the editor in the June 27, 1984, *The Chronicle of Higher Education* (p. 28):

> The characterization of merit pay as "a bounty paid to reluctant workers" is a distortion so gross as to be particularly unworthy of a philosopher.
>
> Merit pay is decidedly not a panacea for the much

publicized problems that afflict our educational system. But it can have a place in a comprehensive program aimed at addressing those problems, and its purpose should be clearly understood. It has its foundation in the recognition that, painful as it is to acknowledge this, our educational system is plagued with financial problems that have an impact upon the level of compensation, as well as other aspects of the educational budget.

Merit pay, distinguished professorships, endowed chairs, and similar arrangements have as their common objective establishment of a level of compensation sufficient to attract and retain demonstrably superior teachers who might otherwise be tempted to go elsewhere because the demand for their talents provides them with other alternatives for meeting what Professor Friedman demeaningly characterizes as their "material needs."

The concept of merit is by no means new to academe. It is constantly applied in decisions regarding tenure and promotion.

There is cause for legitimate concern as to whether we can make these determinations on merit with as much objectivity and precision as we would like. But we should also be alert to those who rationalize their objections to these determinations because they fear to be judged.

Nathaniel H. Karbol
Highland Park, IL

A second response declared:

The real problem is that there is no relationship between salary for those that perform above and those that perform below this merely acceptable level. Should not the salary reflect to some extent the differing levels of contributions of teachers?

To deny that money is not important to our colleagues' level of performance is to my mind to be not in tune with the reality of the situation. While it is true that most "good teachers are not in it for the money," it is also true that they would not do it without the money. The difficulty with the implementation of merit pay is in the formulation of a fair and sensible system of evaluation.

The ultimate insult to teachers is not merit pay, but that pay does not correlate with the quality of instruction.

O. Bertrand Ramsay
Department of Chemistry
Eastern Michigan University
Ypsilanti, MI

A third response read as follows:

> In reality, many "highly respected" occupations are subject to merit pay. Individuals receive monetary compensation commensurate with the merit of their work. Highly skilled and talented professionals have the road open to them to make millions based upon the merit of their work, while incompetents in the same fields are unlikely to achieve the same financial status. They, too, will be paid based upon the merit, or lack thereof, of their work. I regret that I can not say the same about the teaching profession.
>
> Perhaps Mr. Friedman prefers a system whereby the absolute best and absolute worst teacher in any particular district or institution receive the exact same pay. Note that I said "receive" rather than "earn." Because they do not earn the same amount; they are just paid the same amount . . . This "parity" is the ultimate insult to good teachers.
>
> I do agree with Mr. Friedman that merit pay will not solve the situation. Only better teacher training, higher accountability, improved administration, and a rededication to excellence by those of us in the profession will solve these kinds of problems. But, by snubbing our noses at the prospects of merit pay for meritorious service, we force our profession into the pool of mediocrity.
>
> In every profession, the truly talented people rise to the top. In every profession, except ours, truly talented people increase their earning power by merit rather than just through longevity.
>
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The "opinion column" written by Friedman and the "letter to the editor" responses point out, above all else, the frustrations being felt by faculty members across the country. There is recognition that while "our educational system is plagued with financial problems," merit pay, distinguished professorships, etc. are created to "attract and retain" those persons who have demonstrated themselves to be superior teachers. There is also recognition that salaries should reflect "differing levels of contributions of teachers." Tomlin pointed to the fact that there are, indeed, "many highly respected occupations subject to merit pay."

Lovrich, et al., (1980) found a surprising response in the results of a statewide survey of Washington State employees relative to 'performance appraisals.' The employees were in favor of such a system! Lovrich found "neither the employees nor the supervisors surveyed expressed the negative attitudes toward merit evaluation which might have been expected of them." The authors found this to be inconsistent with what they referred to as "the conventional wisdom of personnel management literature concerning periodic performance evaluation" (p. 221).

In viewing the search for a merit pay system that works, Burrill (1985) sees merit pay as a challenge. He states that "clearly, base salaries must increase to a level that will attract and retain competent people." He also said:

> Merit pay, rather, is a method for recognizing and rewarding excellence. It is a method for communicating that mediocrity will not be tolerated. This is equally as important as raising base salaries. Neither is adequate by itself.

The elements Burrill suggests for a good merit pay plan are as follows:

1. The system should be developed with a considerable amount of faculty participation.
2. An adequate base salary should underlie a good merit pay system.
3. Merit pay should be in addition to cost-of-living increases.
4. Merit increases should be a function of the accomplishment of objectives agreed to in advance and should not be superimposed after the fact.
5. If academic rank exists, it should be dependent, in part, upon a record of high merit.
6. A part of each year's merit increment should not accrue to base but be re-earned each year.

In summary, he suggests that the "total salary would include an adequate base component, cost-of-living increases, adjustments for rank, and finally, merit increases

built on a systems approach to instruction".

In Burrill's support of merit pay, he states that merit pay "is a method for communicating that mediocrity will not be tolerated." However, nowhere in his article does he address how to rid schools of mediocrity! This writer does not see that merit recognition programs should be a means of eliminating poor instruction. While it may send a signal that good to excellent instruction will receive appropriate recognition, it will not and cannot replace a solid administrative-board faculty evaluation system for all faculty members. The hard work involved in removing a mediocre faculty member cannot and should not be construed as being able to be avoided by introducing a merit plan for those competent faculty members at the top. Such a plan simply ignores the overwhelming need of an evaluating system that leads to either improvement or dismissal of teachers who provide mediocre services to their students at all levels.

SUMMARY

The issue of merit pay has awakened legislators, faculty members, administrators, unions, and the general public nationally to the sorry plight of education in the middle to late 1980s.

Through its controversial nature, the issue of merit pay has opened up much discussion and embarrassment relative to the *low pay that exists in all levels of education* for teachers. It has also uncovered the very poor to complete lack of faculty evaluation systems that exists in American education.

While such writers as Friedman report that they have "conceived of a career in education as a calling rather than as a means to material prosperity," such reflection adds little to the maintenance of an overall high-quality faculty. Many other faculty members recognize this same "calling" but point out that financial reward and recognition are also important to permit them to maintain themselves in their worthy calling. The record of desertion of thousands upon thousands of highly competent teachers to more lucrative and reward-oriented careers speaks

louder than any rhetoric about the plight of the profession and its sorry state of compensation for excellence in teaching.

Andrews-Bauer, (1984) in her assessment of faculty evaluation as she prepared to enter the teaching profession, states:

> The alarm has arisen because of declining scores on national tests, because so many children graduate from their schools as illiterates and because of the inadequacy of young adults entering into certain professions such as education.
>
> It seems that when many of us come to the end of our undergraduate years in college we begin to look forward to the fact that essentially we are done being evaluated formally on a regular basis. No longer do we have to take tests, turn in papers, give speeches and perform juries (i.e. in music). Though we may not regret leaving a lifestyle in which we are constantly being evaluated, it is unfortunate that so many of us look with such pleasure on entering the teaching world and not having to deal with such high standards for our work. It is common knowledge that, in most schools across the country, evaluation for non-tenured teachers is minimal and for tenured teachers it is almost nonexistent (p. 1-2).

It becomes extremely important that this type of assessment in education, with its existing low standards for evaluation, pay, and recognition, not continue. How will American education draw bright, young persons into its ranks with the above image continuing to exist?

The challenge of merit pay, while not in itself offering a panacea for education, may prove to be the *catalyst* to upgrade a struggling profession—teaching—to that of a status that recognizes it as the *backbone of future American Democracy!*

2

The Union, Faculty, & Public Responses

"Teaching is not a business. Teaching is an art. Teaching should never, never be evaluated for purposes of compensation in the quantitative terms of the business world" (Burnside, 1985).

The above statements were made by Charles L. Burnside, executive secretary of the Texas Junior College Teaching Association. In addition to the above statements, Burnside makes the following statements *against* merit pay:

1. There will be outcries of favoritism and inequity in administration.
2. Faculties, on campuses and within departments, will be fragmented by the spirit of competition and unfriendly rivalry.
3. Professionalism will become passé.
4. Trade union membership will increase.
5. Openly adversarial relationships will replace collegial relationships in response to perceptions of unfair evaluations and resulting denials of merit pay "bonuses."
6. Lawsuits will abound, court dockets will be crowded, and lawyers will prosper.
7. Many of our best teachers and ablest administrators will enter other lines of work rather than participate in the mischief inevitably associated with the implementation of merit pay plans.

Burnside fails to recognize that those systems that presently have adopted merit pay as their predominant pay system, the university systems, are also the least "trade unionized" in all of American education.

His rhetoric relative to lawsuits, lack of professionalism, growth of trade unions, etc., all sound like cries from the past. Are such comments supposed to send a fear through governing boards, legislators, or administrators who may wish to consider merit pay? It appears so.

"Unionism" has replaced "professional status." Even with low salaries in past decades, educators were considered professionals. The advent of unionism helped create a blue-collar-worker image in the eyes of the public.

Unionism has obviously *not* enhanced faculty salaries to a point of respectability! What has taken place has been a standardization of all faculty salaries. The very best and the very weakest faculty members now receive the same salaries in many educational systems where a single salary schedule has been adopted based on years of service.

The period of unionism has also done little to increase public confidence in education. Legislators, taxpayers, and the public in general have not rallied around teacher strikes, low faculty pay, etc., with a response of large pay increases and/or large tax increases.

While not necessarily protecting the status of poor instructors, faculty unions have devoted legal and financial support to challenge attempts of administrative and governing boards to remove incompetent faculty members, thereby making it difficult and, in fact, discouraging many weaker administrators and boards from taking such action.

The following are examples of the way faculty unions have had influence in *slowing down* or trying to prevent merit systems from becoming realities.

1. The faculty union for the West Suburban (Chicago area) Elementary District of Oak Brook "negotiated a contract hinged on merit pay" (Sullivan, 1983). It was the first in the state of Illinois and received *strong opposition* from the Illinois Education Association. The board president was quoted as saying "we wanted to spend more money in recognizing performance." Superintendent

Marguerite Bloch said "the IEA did just about everything they could to prevent it".

2. Herndon (1983) says that the merit pay issue this time will be more difficult to deal with than in previous generations because "it is America's most powerful citizen who is promoting it." He sees merit pay as creating more problems that it will solve. Herndon, long-time executive director of the National Education Association, gave several reasons why school people feel merit won't work:

> 1. Merit pay systems can institutionalize the acceptance of mediocrity and inferiority. The ideal objective for a school system is to have an excellent teacher in every classroom;
>
> 2. Merit pay systems can be driven more by political than professional considerations;
>
> 3. Merit pay systems can complicate performance problems among teachers;
>
> 4. Merit pay plans can stifle extra effort.

Pate-Bain (1983), a former president of the National Education Association, made an emotional plea against the proposed merit pay plan in Tennessee when she said: "From a grandmother's point of view, I want Matthew, my grandson, to be taught *only* by master teachers."

She made a strong case for educational reform, however, when she suggested that the above can be accomplished "if we raise the standards for entering the profession and if we grant tenure only to those who exhibit competence at the master-teacher level. Such screening will insure us of acquiring master teachers from this time forward" (p. 726). This is a laudable and idealistic proposal and one worth pursuing.

While Pate-Bain's article appeared to be somewhat opposed to Governor Lamar Alexander's merit pay proposal, she went on to give some of the strongest support offered by a union representative to removing incompetent faculty members via the due process and hearing provisions in the Tennessee tenure law. She pointed out that the elimination of incompetent teachers requires well-trained principals.

Tursman (1983) quoted Don Cameron of the National Education Association (NEA): "While the NEA has no

official resolution against merit pay, we are opposed to abuses of merit that include political judgments and preferential treatment" (p. 19).

She went on to show that Cameron had expressed a willingness to consider differential "career ladders" and "incentive plans tied to additional work" (p. 19). Tursman sees this as a much more flexible position than that of Cameron's predecessor, who was active in crusading against merit pay.

Gallagher (1983) points to the relaxation of previous resistance to all merit pay plans by the nation's two largest teacher unions, the National Education Association (NEA) and the American Federation of Teachers (AFT). The unions have become active participants in some of the state plans being legislated. Both unions insist they "cannot support any merit pay proposal that is not part of a more comprehensive plan to improve the overall salary structure for teachers."

In describing the merit pay movement "1980s Style," Kohut and Wright (1984) show how President Reagan's support for merit pay was strengthened by one of the recommendations in the report *A Nation at Risk: The Imperative for Educational Reform*, U.S. Department of Education, 1983):

> Recommendation D: Teaching
>
> Salaries for the teaching profession should be increased and should be professionally competitive, market-sensitive, and *performance based* (emphasis added). Salary, promotion, tenure, and retention decisions should be tied to an effective evaluation system that includes peer review so that superior teachers can be rewarded, average ones encouraged, and poor ones either improved or terminated.

They went on in their report to suggest:

> School boards, administrators, and teachers should cooperate to develop career ladders for teachers that distinguish among the beginning, the experienced teacher, and the master teacher" (p. 52).

Kohut and Wright (1984) point out that the NEA called for a three-day conference in early June, 1983, to discuss the master teacher and merit pay concepts that

were drawing such quick support. Mary Hatwood Futrell, the president of the NEA in 1983, listed the following stipulations that would allow the NEA to give serious consideration to merit and master teacher plans:

1. The plan should not be in lieu of competitive beginning salaries:

2. The plan should provide a career ladder that permits opportunities for all teachers to obtain higher salaries and career advancement; and

3. Teachers should be involved in the development of any such plan (p. 52).

The American Federation of Teachers responded by passing a resolution at its July, 1983, meeting stating they "would lend support to certain plans that allow the advancement of large numbers of teachers to *master teacher* type career roles involving extra pay" (pp. 52-53.)

THE PUBLIC RESPONSE

In 1983, *Newsweek* magazine conducted a poll of the public's attitude toward some of the major educational issues being raised by President Reagan, his Democratic opponents, and the teacher unions (Eitelberg, 1983). The poll revealed strong support for such reforms as merit pay, competency testing for teachers, and a back-to-basics approach in the classroom as follows:

		Approve	Disapprove	Don't Know
1.	Do you approve or dissapprove of:			
	a. Requiring more English, Math, and Science to be taught in public schools?	89%	8%	3%
	b. Changing the tenure or seniority system to make it easier to fire poor teachers?	71%	23%	6%
	c. Basing teachers' salaries on merit to attract and retain better public school teachers?	80%	15%	5%
	d. Competency testing for teachers?	90%	6%	4%

Eitelburg points out that the NEA maintains that it "is difficult to evaluate teacher performance objectively." The *Newsweek* survey showed, however, that 60 percent of the public disagreed!

A *Chicago Tribune* (1983, Sept.6) editorial stated, "Teachers organizations, which represent more than two million teachers, have kicked aside every report critical of education with the predictable reaction that 'we need more money'." The editorial writer further stated that "teachers union insistence on uniform pay scales with no possibility of raises for merit and hard work" is one of the reasons bright young students are turned away from teaching as a career.

In what may have been one of the most comprehensive public reviews of a state's elementary and secondary school system, Berman (a state senator) and Mulcahey (a state representative) conducted a study of the Illinois system. They were allowed—through Senate Joint Resolution 61—in 1983 to conduct a "special time-limited commission study and to offer recommendations on how to improve elementary and secondary education in the state. The resolution included the statement, "It is imperative that the State of Illinois find solutions to reverse the trend toward educational decline in the state."

Citizens' comments were heard through public hearings held throughout the state. One of the theme questions that was addressed was, "How can we recruit, educate, retain and reward more good teachers and educational administrators?"

The two legislators indicated that their commission recognized there would be a price tag to the recommendations, and also discussed the need for willingness of public school educators to assume a greater level of accountability.

Cohen and Brawer (1977), in their review of accountability, found that legislatures and others in the early 1970s encouraged faculty evaluation to take place:

> Under the prodding of legislatures and state and local governing boards, administrators and instructors were to develop ways of assisting instructors to become accountable for their activities. Should an instructor be

> assessed and found wanting, he was to be assisted to improve, or failing that, to be severed from the institution (p. 3).

Responses to the call by Senator Berman and Representative Mulcahey for public education to "accept a greater level of accountability" will need to be followed much more closely than was the case in the early 1970s. There is far too much at stake for the future of American education to do otherwise. Poor faculty member evaluation, recruitment of weak persons into the field, and window dressing reforms should not be allowed to replace the accountability necessary to overhaul the sagging and inadequate educational system whose condition has been documented in the national studies of the 1980s.

Some of the problems, as identified by Senator Berman and Representative Mulcahey (1985), as well as recommendations to solve them are listed below. The first, considered to be crucial by the commission, concerned personnel matters:

> There is a major problem in identifying, attracting, retaining and rewarding sufficient numbers of top-caliber people. In many cases, the problem is compounded by an absence of effective processes for establishing goals and evaluating performance of teachers and administrators. School principals should be instructional leaders, rather than building managers. However, there is often a void in administrative preparation programs in the areas of leadership, community relations, and management skills. In general, experienced teachers and administrators are not adequately utilized in the professional development of other personnel. There were many references made by the public to alternative plans of compensation, such as higher starting salaries, merit pay, career ladder plans, and across-the-board increased compensation. A variety of financial and status rewards should be provided to excellent teachers in order to retain them in the classroom. A number of criticisms were raised on continued contractual service/tenure. (p. 2)

The Commission recognized that the school system and its effectiveness revolve around top-quality administrators. The report stated:

Many school-level administrators, preoccupied with other than instructional leadership tasks and often inadequately prepared in that field, are not able to provide the leadership necessary for improving services to students. Effective principals emphasize achievement, set instructional strategies, provide an orderly atmosphere, help evaluate student progress, coordinate instructional programs, and support teachers.

Recommendation: The law shall be modified to specify the vital role of the principalship in the improvement of instruction. School districts must indicate such a role in their formal job descriptions for principals. A majority of the incumbent's time in such position, or that of other school-level instructional leaders in large schools, must be spent on curriculum and staff development through both formal and informal evaluative activities; establishing clear lines of communication regarding school goals, accomplishments, practices and policies with parents and teachers; and through establishing and maintaining a school climate conducive to learning which includes establishing appropriate codes for student behavior and effective enforcement procedures.

Recommendation: The law shall be revised to require potential school-level administrators to demonstrate their knowledge and skill in instructional leadership. This shall include the evaluation of staff, general communication and interpersonal skills, and proven success in establishing and maintaining appropriate classroom learning environments by completion of required coursework and tests and demonstrated competency, in accord with standards prescribed by the State Teacher Certification Board. Such individuals shall be recommended by their college or university, upon completion of the prescribed requirements, for an initial administrative certificate. (p. 8)

The commission next dealt with how to retain the good teachers currently in the Illinois schools.

Good classroom teachers are currently underpaid. The wage attractiveness of teaching must be improved in order to retain highly qualified personnel in a teaching capacity. The state must address the need to improve the salary levels of current classroom teachers, the earning potential of careers in teaching and the issue of salary differential for exceptional and/or experienced personnel.

Recommendation: Local school districts shall be encouraged to provide a wider array of roles and responsibilities within teaching, and through doing so, provide for careers within teaching which have varying rewards and

responsibilities.
Recommendation: Local school districts shall be encouraged to develop and maintain systems for recognition of outstanding performance. (p. 10)

The following is the commission's recommendation for upgrading, through quality intake procedures and with much more rewarding pay incentives, the abilities of teachers being attracted to the field.

> In Illinois there were over 99,400 classroom teachers in 1983-84. Those more recently aspiring to teaching as a profession during their high school years have generally scored lower in examinations such as the ACT or SAT than students intending to prepare in other areas. The profession of teaching is not attracting enough of the best and brightest of our young people.
>
> Recommendation: The state shall improve beginning teacher salaries through elevating the statutory minimum salary in Section 24-8 of The School Code of Illinois from the current $10,000 to $20,000 in increments, by 1987-88, in order to acknowledge the importance of the role of teachers in the educational process. As part of this recommendation for increased salary, the issue of a lengthened school year (for staff development or other activities) should be determined locally.
>
> Recommendation: Increase teacher salaries to a level sufficient to keep competent teachers.
>
> Recommendation: The State Board of Education, in conjunction with local districts and professional associations, shall develop a public information campaign to highlight the importance of teachers and other educational personnel to the future of Illinois, inform the public of the challenges and rewards of teaching, promote the recruitment of highly qualified prospective teachers, and publicize the availability of financial support for training. (p. 9)

Commision statements on the removal of incompetent teachers reflect a continuing public concern:

> The formal process for removal of incompetent teachers has been criticized. Illinois law defines a process for tenure or contractual continued service. Tenure is defined as due process rights after two years of employment. A teacher can be relieved of his/her employment. After that period of two years, the school board must have substantive reason for firing the teacher and must be able to prove those reasons before an impartial hearing officer.

Retention of personnel should be based on performance. The criticisms are not on the due process rights but rather the current minimal evaluation skills of the evaluators and the lack of comprehensive evaluation procedures.

In general, dismissals are upheld when the causes are substantial, documentation thorough, and efforts at remediation futile. Conversely, dismissals are overturned when documentation is incomplete and/or the process is not followed.

Recommendation: The state shall create and use a three-person teacher dismissal hearing board process to hear and review charges, instead of the current hearing officer system.

Recommendation: The law shall be revised on contractual continued service so that non-prejudicial error is not a basis for reinstating dismissed personnel.

Recommendation: The state shall require school districts to develop evaluative procedures which include a minimum of two formal assessments per year for all certified teachers. Each district's evaluation plan must involve wide participation and receive the approval of the State Board of Education. The plan will be revised periodically to assure effective implementation and determine needed revisions.

Recommendation: The state shall provide a comprehensive program throughout Illinois to train administrators to evaluate personnel effectively, including documentation, remediation, and implementation of the process.

Recommendation: The State Board of Education shall develop public awareness of personnel retention and evaluation issues and promote local board support for stringent adherence to the process, which is crucial to success. (p. 11)

The present system of teacher evaluation and inservice programs for helping teachers improve classroom teaching have not been widely successful. Likewise, broad concern has been voiced regarding incompetence and a failure to maintain high standards of performance from teachers.

Recommendation: The State Board of Education shall require state-supported staff development programs in all school districts, which are well-planned and implemented, and shall specify outcome goals, including the improvement of specific instructional competencies.

Recommendation: The State Board of Education shall require individual continuing professional education to update or improve a teacher's skills and knowledge in order to allow him or her to reach full potential and maintain a high level of performance.

> Recommendation: Local school districts shall provide support and/or additional inservice or preservice training for teachers who have been transferred to new grade levels or subject areas. (p. 10)

SUMMARY

It is evident that the high level of rhetoric started by President Ronald Reagan relative to merit pay and other educational reforms will not quickly die down. Several national studies have since surfaced and have provided more fuel for the debate over educational reforms.

The National Education Association and the American Federation of Teachers, which together represent over two million teachers, have moved away from their previous hard-nosed stance against any form of merit pay. They have both stated conditions under which they would lend some support to merit pay or master teacher plans.

The general public has spoken loud and clear. It wants and expects reforms in education *now*! In the *Newsweek* poll mentioned earlier in this chapter, nearly half of the persons polled indicated they would pay higher taxes to support education.

In a similar poll in Southeast Michigan, Macomb Community College researchers found the following (Pritchard and Smarr, 1983):

> 1. Seventy-three percent of those polled *agreed* with the statement, "Salaries for the teaching profession should be increased and should be professional by competitive, market-sensitive, and performance-based."
> 2. Eighty-four percent agreed with the statement, "Salary, promotion, and retention decisions should be tied to an *effective evaluation system* that includes peer review." (p. 38)

Both of these statements were taken from the report *A Nation at Risk: The Imperative for Educational Reform.* The researchers were interested in seeing if citizens were willing to support the recommendations put forth in this national report. They found that the public was willing —as long as an effective evaluation system was made a part of the reform statement.

In order to succeed, the educational reforms that have been put forth will need to be supported by the general public, legislators, administrators, and faculties; and, in no small way, will need the support of faculty unions.

3

Developing a Philosophy for Merit Recognition or Merit Pay

Why have a merit plan? Is it worth the effort when so many internal and external forces appear to be against any form of merit reward being introduced into education systems? What has the school to gain? What do individuals gain from a merit plan? What is in it for the general tax-paying public? These are the questions that must be addressed through a philosophical analysis of the *values* that might be attributed to the issue of merit plans in education. It is only when a philosophical base is in place that a decision on whether to enter into a merit pay or merit recognition program should take place.

It appears that public pressure in the middle to late 1980s has forced some administrators and governing boards in the schools to jump into some form of a merit pay system with very little thought or foresight. The chances for these programs to succeed may be very limited.

The questions that should be asked prior to moving into a merit program have been summarized by Scherer (1983) as she quoted Eric Rhodes (president of the consulting firm Educational Futures Research):

> 1. What's your purpose? Is it to improve instruction, reward outstanding teachers, attract better teaching candidates, motivate teachers?

> 2. Will you evaluate teachers on the basis of their assignment and degree of responsibility? on students? standardized test results? on peer or administration observation of performance? or a combination of the above?
>
> 3. How will teachers' associations and unions participate in decisions about implementing merit pay? What will your appeal process be?
>
> 4. What is your time line? (A year of planning is realistic).
>
> 5. What costs are you willing to bear? Rewards must be sufficiently attractive, at least 10 percent of average salary. A merit pay plan in a district of 500 teachers with an average salary of $20,000 could cost a minimum of one-third of a million dollars. (p. 159)

Previous research showed that merit plans do not always succeed. The Educational Research Service (ERS) (1981) found 6.4 percent of the 3,000 American schools they surveyed had attempted merit pay plans but had dropped them. The main reasons cited had to do with figuring out how to evaluate teachers fairly, teachers dislike of merit pay, and declining teacher morale. They also cited instances where faculty unions had negotiated merit pay provisions out of their contracts. (p. 3)

The ERS research further pointed out that nearly 90 percent of the 3,000 schools in their survey had not yet had any experience—good or bad—with any type of merit pay plan. These researchers suggested the need to use a great deal of care when implementing a merit pay program.

Deci (1976) concluded that merit pay for teachers may possibly be unworkable. He suggests that using money as the major incentive to improve teaching is likely to fail no matter how well such a program is designed. Some suggestions he made from his research follow:

> 1. Positive feedback can, under certain circumstances, increase intrinsic (one's feeling about his/her own competence and effectiveness) motivation;
>
> 2. Schools might adopt merit *praise* plans. Such a plan recognizes that intrinsic satisfactions cannot be manipulated by material rewards, but can be complemented by the right kind of information;
>
> 3. Superior teachers would be rewarded with various types of praises and recognition. Evaluations should be

descriptive rather than judgmental, focusing on what teachers do rather than how one teacher's performance compares with that of another;

4. All teachers should be provided with honest, positive feedback about their accomplishments in the classroom; if this is done properly, it can increase each teacher's sense of satisfaction about the kind of job he or she is doing.

Deci concludes that the satisfactions one gains from teaching ultimately provide more meaning than any type of financial rewards a school system may give. He says the greatest thing a school system can provide its staff is to create situations that will foster more satisfying type of work experiences.

In addressing the above question on whether to have merit reward at an institutional level, Andrews and Marzano (1984) approached the topic as to what can happen when an institution lacks any recognition system:

> Average performance faculty people can control, weaken, and destroy highly motivated faculty if the "group process" operates in an institutional climate that is void of a recognition process. However, an institution that fosters the motivation of outstanding faculty efforts through formal recognition, merit, and public awareness of such efforts makes it difficult for the "average performance" persons to force regression back towards the mean. Recognition can thus be used to keep outstanding faculty out in a position of leadership. It can also provide the motivation for more faculty to try to move away from an average performance. (p. 105)

They go on to suggest how a recognition process should be started by a school or college. (Andrews and Marzano, 1983-84):

> It is our contention that a recognition process should evolve out of a strong, objective faculty evaluation system. Such a system will negate much of the fear of faculty, faculty unions, and others who fear favoritism on the part of administrators and boards of control. (p. 35)

Miner (1969) points out how he sees the poor employee opposing any efforts to develop either an evaluation or a merit system:

> . . . employees who do not anticipate a favorable rating are likely to be opposed to the whole evaluation process. . . because only a very limited number can have a feeling of certainty that their rating will be a favorable appraisal, the great majority of evaluatees are likely to exhibit resistance in one form or another. (p. 230)

What kind of a philosophical commitment should a governing board develop? What are some of the educational *objectives* that might be accomplished by introducing a recognition process? One major goal of a governing board should be to improve the overall quality of its teaching faculty throughout the institution. A second major goal should center on what impact the merit recognition, merit pay, or other such reward systems will have on individual faculty members.

The overall quality of the institution will need to be approached in a fairly comprehensive way. Governing boards need to identify those values and goals that make the reward system part of an overall plan. It should not be *superimposed* on a system that lacks any quality control features already in place. Of what value is merit pay to five percent of a faculty when no one understands how it is awarded? What is gained if good teaching is rewarded but poor teaching and average performances are left unchecked? Boards would do well to begin with identifying an *overall* plan that may identify the following type of values and plan of action:

Value 1: The Governing Board values quality in *every* classroom.

Plan: The administration of this school will develop a plan of evaluation to guarantee that quality instruction exists in all our classrooms.

A. A plan of classroom evaluations will be developed.
B. All teachers will be informed on their performance.
C. Good teachers will receive appropriate praise.
D. Average teachers will be given suggestions for improving.
E. Poor teachers will be given specific directions for immediate improvement efforts.

Value 2: The Governing Board values the individual developmental needs of its teachers.

Plan: The administration, in working with the teacher organization and individual teachers, will support positive faculty growth opportunities.

A. Teachers will receive reasonable financial support to attend appropriate professional meetings and conferences.

B. Teachers will be encouraged and sometimes directed to attend specific kinds of training. "Directed" opportunities will be developed with persons who have less than satisfactory job performances as cited through evaluation.

C. Sabbaticals, leaves of absence, innovative research, curriculum projects, and other well-defined job-related growth opportunities will be supported.

Value 3: The Governing Board supports a recognition program for outstanding teacher and administrative accomplishments.

Plan: The administration will recommend a merit recognition plan that will include the following:

A. Recognition for outstanding teaching in the classroom as determined through the school's in-class evaluation program.

B. Recognition for outstanding efforts by teachers in other phases of the job performance, i.e., curriculum development, student and club success experiences, personal performances, and work with business, industry, and/or social agencies.

Value 4: The Governing Board values a strong stand on placing poor teachers into a remediation process or if necessary into termination from the institution.

Plan: The administration will recommend for board approval "notices to remedy" for those faculty members who have not been able, or have refused, to improve under direct supervisory assistance:

A. Poor instructors will be given adequate time to improve their performance.

B. Administrators are expected to monitor progress following formal board action on a teacher remediation notice.

C. Administrators are expected to consult the school attorney relative to possible dismissal of teachers who do not or cannot remove their deficiencies.

The above four values and plans of action point out how and where a recognition (merit) process can be integrated into a school or college. It does not stand out as *the only issue* when it is placed in a comprehensive approach to improvement of instruction. It further creates an atmosphere of momentum away from the status quo of "teach and let teach" without supervision at whatever the cost to students and thus to the institution from negative public reactions.

Frase, Hetzel, and Grant (1982) described a system at Catalina Foothills School District in Tucson, Arizona, which had developed a reward system for excellent teaching. They point out that the program rests on one very important assumption: ". . . that competent administrators are capable of identifying excellent teaching" (p. 266).

The program they describe is known as the Program for Excellence. In short, it seeks to find the factors that seem to provide the motivation for high-quality performance. The authors tie it closely to Frederick Herzberg's motivation-hygiene theory:

> Herzberg maintains that two separate sets of factors account for job satisfaction (motivation) and dissatisfaction (hygiene). The factors that serve as motivators are tied to work content and include achievement, recognition for such achievement, intrinsic interest in the work, and growth and advancement. The factors he identifies as causing job dissatisfaction are extrinsic to work content and include matters of company policy, administration, supervision, interpersonal relationships, working conditions, salary, status, and security.
>
> According to Herzberg's theory, dissatisfaction occurs if these needs are not met, but meeting these needs does not automatically result in high and sustained motivation. Moreover, Herzberg has found that money is a hygiene factor (or dissatisfier), not a motivator—a finding that Thomas Sergio-Vanni has substantiated in the public schools. Consequently, the Program for Excellence focused on the factors that Herzberg identifies as motivators" (p. 266).

Frase, et al., point out that the need for competent administrators to carry out the Program for Excellence is because principals are *legally responsible* (emphasis added) for carrying out the evaluation and for identifying excellence in the classroom. Their program weighs classroom

performance very heavily in comparison to other job responsibilities, which they consider minor factors in overall identification of outstanding teachers in their program.

The rewards in the Catalina Foothills District program vary and "the size of a recognition award should be commensurate with the performance of its recipient" (p. 267). This judgment is to be made by the principals. The rewards also have to conform to Herzberg's theory. Each should be an experience or reward that the teacher values highly and in most cases should affect the work content or the "teacher's ability to assist children in the classroom" (p. 267).

Some of the rewards they mentioned as having been selected were:

1. Attendance at professional conferences held outside the state;
2. computers;
3. cash;
4. classroom instructional or enrichment materials.

EVALUATION OF PROGRAM

The Catalina Foothills program has been evaluated on whether it has been accomplishing its stated purposes, as described by Frase, et al. The assumptions made and the results evaluated against those assumptions are outlined below (based upon 27 teachers' responses):

Assumption:	Teacher Responses:
1. Teachers receiving awards will view the recompense as special recognition for teaching excellence.	1. 25 positive responses received.
2. Teachers receiving awards will be motivated to continue their excellent performance and to make further improvements.	2. 21 positive responses received.
3. Teachers receiving awards will value highly the recognition they have received in the Program for Excellence.	3. 22 positive responses received.

Assumption:	Teacher Responses:
4. Teachers receiving awards will believe that they will continue to receive special recognition if they continue their excellent teaching.	4. 19 positive responses received.
5. The Program for Excellence will not cause significant dissension among teachers.	5. 15 respondents agreed that some dissension had occurred among the teachers as a result of the program.

A second-stage evaluation was conducted through interviews with six recipients of the program and six nonrecipients. The third phase of evaluation of the project included a rating of the program via five criteria (p. 268).

1. *Importance:* Are the rewards valued?—The answer came back "yes." Attendance at conferences was highly rated. Money was the reward *least* valued by both recipients and nonrecipients and was seen by some as being a non-professional reward.

2. *Flexibility:* Can the reward be individualized?—Adequate flexibility was seen as being present and was appreciated; a good positive response.

3. *Visibility:* Is a secret reward system preferred to a publicized one?—The response varied considerably on this item. Some felt names should be publicized while others felt the nonrecipients would feel hurt.

4. *Frequency:* How often can rewards be given?—In most cases only one award was provided an individual any one school year.

5. *Cost:* How much does the program cost?—The district felt the financial outlay was slight but very beneficial.

The second year of the program was evaluated. One suggestion was made to distribute the money involved equally among all teachers. This suggestion was "predictable union rhetoric on merit systems, while denying the intent of the program which was to recognize and reward excellence" (p. 269).

This study concluded that the Program for Excellence did accomplish its goal of recognizing and motivating

outstanding teachers. It had the secondary benefit of influencing other teachers in the school system as well. The writers concluded that "Herzberg's motivation-hygiene theory is an appropriate foundation for developing and operating a system to reward excellent teaching" (p. 269). They added that the hygiene needs must be met first before the program can succeed. A school system with low faculty pay may find itself not ready to approach such a system of rewards.

Andrews and Marzano (1984) also included Maslow's basic human need hierarchy in their discussion on how merit programs would have to be a practical and understandable theory in order to succeed. They point out that Maslow's theory includes the following:

> In Maslow's theory of the hierarchy of human needs, certain levels of basic needs must first be satisfied before attention can be focused on excellence and self-actualization. Basic survival, in terms of adequate pay to secure the essentials of living, is the primary concern of the worker. Following that satisfaction, a level of job security and safety are essential. Next, the worker seeks to establish a congenial work group and develop a sense of being needed. Only when these *basic levels are* first *adequately satisfied and secured*, can the worker then be free to strive for higher-level needs, such as esteem, recognition, and self-actualization. (pp. 105-106)

Andrews and Marzano point out the damage and neglect that occurs when quality faculty members are left without a philosophical plan in their school systems to properly nurture their hard work and efforts. They discuss the steps and results that can come out of the implementing of such a system:

> There can be a giant evolutionary leap forward when merit systems reward the "higher-level" needs that presently "go wanting" for many faculty members in the higher education system of the United States. The impact of proposed merit systems can do much to keep the merited faculty members from being pulled back towards the mean or average level of teaching performance that "basic-needs" reward systems presently foster by ignoring superior ability and excellence.
>
> Cooperation between administration and faculty is necessary to develop and implement meaningful merit

> systems. Both parties need to understand merit from the theoretical framework outlined above. When such agreement is reached, the administration and the faculty (in terms of their union or other faculty organization) can develop viable reward systems based on the high-level needs of esteem and recognition as motivational factors for obtaining and maintaining quality performance. Unions and faculty organizations can and will play a vital role by moving to expand the present reward systems beyond the standardized "bread-and-butter" or "basic-needs" orientation typically emphasized in contractual agreements.
>
> When such cooperation and progress is achieved, truly a major breakthrough will be made on those campuses. The overall intended impact of faculty merit systems should be to pull the normal distribution of faculty performance and the inherent tendency of "regression towards the mean" into a "positive skew." An overall improvement in faculty performance would enable an institution to more fully realize its mission of providing quality instruction and service to its students and community. (p. 107)

Exhibit 4 graphically depicts the "Intended Outcomes of a Faculty Merit System." It shows how the overall faculty performance should improve when rewards are available. The ripple effect when average-performance faculty also improve will have a tendency to benefit learning possibilities for students in all grade and class levels.

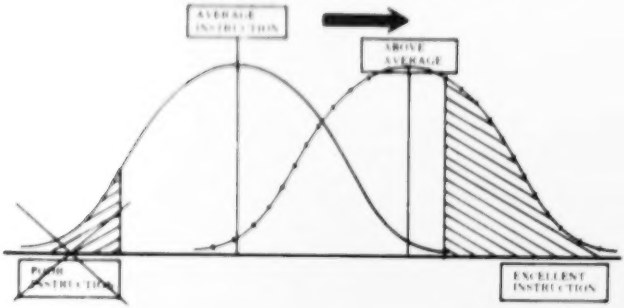
Scherer (1983) presented a summary of the findings of Karen Zumwalt, associate professor, Teachers College, Columbia University, who had conducted a survey "to determine why veteran teachers had positive feelings about their teaching jobs. The things she found that had improved their teaching were:

1. receiving respect,
2. receiving recognition,
3. receiving reinforcement,
4. participating in research studies,
5. being a member of a teaching team,
6. earning grants for curriculum development,
7. being encouraged by principals, parents, colleagues, and students.

Zumwalt concluded that it's a leap of faith to think merit pay will solve our problems. We'll need merit, plus a lot of other things."

EXHIBIT 4

Intended Outcome of Faculty Merit System:
A "Positive Skewing" of Teacher Performance.



SUMMARY

There is a need for governing boards, administrators, and faculties to develop a meaningful *philosophy* before actually implementing merit recognition or merit pay programs.

The philosophy should be based on those things that are *valued* by the school system and should show some solid understanding of human behavior. It must address the needs of individuals within the educational institution as well as the broader school values such as "quality in every classroom."

A poorly conceived, hostility-implemented, merit pay plan can have some very negative consequences for a school district or college. The research shows many schools that have previously tried a merit pay plan dropped them due to poor program administration. One of the missing ingredients often cited was a lack of a fair faculty evaluation program.

Frase, Hetzel, and Grant (1982) and Andrews and Marzano (1983) have outlined merit recognition programs that are developed to meet faculty members' higher-level and motivational needs *once basic needs are met* (i.e., adequate base pay for faculty).

If and when American society decides to properly recognize and financially reward its teachers, the need for

recognition for quality work will not subside. It will continue to be important that special merit recognition be forthcoming for those teachers making outstanding contributions in their classrooms and in other phases of their work. The earlier discussion on a philosophical commitment to understand merit from the basic human need hierarchy of Maslow and the motivation-hygiene theory of Herzberg will continue. If anything, *stronger faculty evaluation systems* that improve some faculty members and eliminate the least competent ones should, along with better pay plans, create an overall improvement in the quality of teaching and learning. This, in turn, should develop a need for administrators and governing boards to create even more "merit recognition" outlets for more and more faculty members.

Illinois Valley Community College has started *selecting* its former merit recognition winners for attendance at nationally recognized master-teacher meetings. It has also spent considerable funds to further upgrade its top faculty members through humanities and fine arts workshops, and high-cost state-of-the-art high-technology training. Formal recognition through invitation to the board of trustees meetings for merit recognition winners, public information releases, and special presentations at board meetings on the latest developments in areas of individual faculty expertise all reinforce the college's movement to satisfy its faculty's higher-level needs. It has the secondary effect of giving prominence to the positive growth of individual faculty members as a highly regarded college *value*. It draws away from the strength of persons who wish to be satisfied with average or less-than-average performance. The average-performance group continues to lose its power over master teachers in schools and colleges when it asks "who cares if you work hard?" Merit recognition systems wipe out negative answers to this question.

The point that Frase, Hetzel, and Grant make relative to the principals being *legally responsible* is often lost when schools and colleges review the type of evaluation program they want to put into place. Students, faculties, and "self"-evaluation systems are not responsible to

governing boards to carry out either the hiring or the dismissal of faculty members. Governing boards have the legal responsibility vested in their powers and can delegate their evaluation, supervision and subsequent recommendation responsibilities through their administrators. Yet many schools and colleges allow student, peer, and self-evaluation systems to dominate their faculty evaluation plans. Andrews' (1985) research pointed out that it is impossible to find documented cases where faculty member dismissals have come out of any evaluation system others than those administratively operated. Anonymous students (as in student evaluation systems) do not testify in court!

Frase, Hetzel, and Grant do make it very clear that their Program for Excellence can be and is going to continue to be successful only if the school district has competent administrators who are "capable of identifying excellence" (p. 266).

4

Merit as an Outcome of Evaluation

> Teaching is a profession that affects the lives of many children. As a future teacher I feel responsible (and I think other teachers must begin to share this feeling) for keeping my profession as well-informed and competent as possible. Though I wish we were all responsible enough to effectively evaluate and improve ourselves individually and as a professional group, I know this could not work. As I pointed out earlier, peer and self-evaluation have not resulted in any improvements in the *status quo*. The same is true for student evaluations. We must seriously begin to consider and encourage the development of administrative evaluation. (Andrews-Bauer, 1984, p. 11)

Andrews-Bauer used the above statement to express her concern about the need to develop effective faculty evaluation for the future. Any merit pay recognition system that is not closely tied to an administrative evaluation system will be of questionable success and lack accountability.

The educational community cannot afford to allow merit recognition and rewards to go the way faculty "evaluation" systems have gone. The integrity and accountability in faculty evaluation systems has been almost totally lacking with governing boards and the general public.

Use of student, peer, and self-evaluation systems have done nothing to identify incompetent faculty members.

On the other end of the scale, they do little or nothing to provide for recognition of meritorious service. In short, they have failed. Yet they continue to be introduced by elementary and secondary schools and in colleges throughout the United States whenever there is a public outcry for reform and accountability. They provide the window dressing for the institution to say, "Yes, we have faculty evaluation."

Menefee (1984) said that "the use of student ratings has continued to increase since a 1975 study found more than half of liberal arts colleges used systematic student ratings and another reported 86 percent of teacher education institutions used them." He goes on to say an improved evaluation process is needed. He suggests that those persons responsible for teacher evaluation and the advocates of merit pay should get together in order to develop better procedures for faculty evaluation (p. 138).

Malkofsky (1983) challenges the public to decide what they want their schools to accomplish. He says that "once a school board has identified its priorities, it should hire key administrators who can enthusiastically embrace district goals and establish appropriate classroom guidelines—including the pedagogical practices they want teachers to implement." Evaluators of these teachers should know the school's system. Evaluation should be done by the school principal and "not by a barnstorming team" or "visiting judges." He also says in "no case should the evaluation process be delegated as it must be the person, in this case, the principal, who has been trained, and has internalized the district's goals." He suggests frequent and spontaneous classroom visits and consultation periods with the faculty members (p. 58).

Andrews (1985) suggests faculties, administrators, and governing boards must first agree upon a "strawperson" for their own institution before an administrative evaluation system begins. It should be the same strawperson profile for both tenured and nontenured faculty members.

In his analysis of merit pay as a national issue, Florio (1983) sees teacher evaluation as the "crux of the issue:"

> The proposal may be called "merit pay" or "master teachers," but the central issue is *teacher* evaluation: who decides, on what criteria, and in what way. Teacher assessment is at the crux of any program focused on teacher reward, advancement, and selection for additional duties. (p. 15)

He sees the need for the educational research community to be ready to contribute in the carrying out of the study necessary on these national issues and assessment.

Andrews and Marzano (1983-84) build a strong case for a faculty evaluation system to be carried out by competent administrators:

> Colleges need to review very closely their faculty evaluation systems. An evaluation system that relies heavily on student evaluations has relegated supervisory responsibilities to a nonprofessional level. A college that lacks an active tenure evaluation system is negligent in carrying out one of its most important functions—providing recognition for excellence in performances by professional educators, as well as development of plans for improvement and/or dismissal of faculty members who are providing less than competent services.
>
> Faculty merit recognition cannot adequately be determined or stimulated without an evaluation systematically applied to all faculty members by supervisory personnel.
>
> Improvement at all levels of teaching performance should be the primary objective of a faculty evaluation system. The payoff is improved job satisfaction, feeling of self-worth with supervisory support, and the sense of a need to continue to improve performance. The payoff to students is quality teaching. (p. 37)

Savage (1983) points out that opponents of merit pay say that "no one has found an equitable way of evaluating teachers, and until such a way is found, merit pay simply can't work as a reward or an incentive" (p. 54). He also suggests that the same problem exists in the private sector. Savage goes on to quote Milbrey McLaughlin, a former Rand Corporation researcher, as saying "there is no one model to follow in judging the quality of teaching . . . but the two main ingredients necessary for evaluation to be successful are: confidence on the part of teachers, and the wholehearted commitment of the administration

to the program." He points out, further, that McLaughlin's "favorite example of an effective evaluation system is the Washington Lake school district near Seattle where the superintendent and the district's principal devote about 50 percent of their time to evaluation" (p. 56).

According to the deputy superintendent: "We see evaluation as a way to improve instruction, not simply to make merit pay judgments" (Savage, p. 56).

McLaughlin admits there is a good deal of subjectivity in this type of evaluation process. He does feel that "trained evaluators can make reliable and reasonably consistent judgments" (p. 56).

Barber and Klein (1983) promote the use of formative evaluation, which allows a teacher to do much self-evaluation, along with some nonthreatening peer evaluation. This system they have outlined is Peer-Mediated Self-Appraisal (PMSA). They suggest administrative personnel lose some of their effectiveness as motivators when they use a single evaluation system "to meet the needs for both formative and summative evaluation." They go on to say that the distinction between formative and summative evaluation is worth maintaining as it has "the possibility of reducing the suspicion and mistrust that have plagued teacher evaluation for years." They presented Exhibit 5 to show the philosophical differences, theory, and practice between formative and summative evaluation.

They suggest the PMSA model should satisfy the demands of teachers, administrators, and evaluators. Ideally, this system supplements the summative administrative system that must be used by the administrators to make tenure and/or termination decisions. The writers see this system providing formative self and peer development assistance (for two-thirds of a faculty) for individual faculty members while administrative summative evaluation is taking place for approximately one-third of the faculty each year. This author feels too much effort has been suggested by Barber and Klein to make it a nonthreatening situation in the formative portion of the system. If this becomes the case, will it not go the same way that Centra (1979) discovered peer and self evaluation to go in his review of the research? He found very little

evidence that either system was very effective. Peer evaluation often becomes little more than "mutual back rubbing" and self evaluation usually improved for those teachers "who have an inflated view of their performance," especially if such ratings will be used in making tenure, promotion, and salary decisions. In summary, this author believes well trained and effective administrative evaluators still offer the best overall assurance that both formative and summative evaluation recommendations can come out of a single evaluation system. If master teachers are properly selected and can handle the stress and interrelationships that develop from a supervisory role as assistants and evaluators of apprentice-type teachers, the author would agree that this group of teachers should be so used. They will need the same type of training in evaluation techniques as administrators if they are to be effective. They will also need to be ready to face the challenge of arbitration hearings, court cases, appeals, etc., now faced by administrators when they document and move for dismissal

EXHIBIT 5

Congruence of Philosophy, Theory, and Practice in Evaluation

FORMATIVE EVALUATION	SUMMATIVE EVALUATION
Philosophy:	
Each individual strives for excellence.	Individuals achieve excellence only if supervised or evaluated by others.
Theory:	
Evaluation is done to improve the performance of the individual. Reward or punishment should be decided internally.	Evaluation is done to improve the performance of the social system. Reward or punishment should be decided externally.
Practice:	
Evaluate the process of instruction but not the person.	Evaluate the products of instruction as well as the process and the person.

Illustration by Mary Miller

of teachers not found to be performing at an acceptable level. They may also find their popularity with their teaching peers somewhat eroded when they are placed in an evaluative-summative role. Those teachers who obtain master teacher status and are willing to stand up for quality, whatever the personal rewards or costs, should contribute much to improve their profession in the classrooms of their schools.

Barber and Klein's formative evaluation proposal relies on the positive role of peers but does not cast them into the tough 'peer supervisor' role that may have to appear if faculty development is not successful with some individuals.

The Charlotte, North Carolina, school district sees an effective evaluation system as including regular evaluation that helps to decide which teachers should be promoted in their career ladder program. They feel their evaluation system will "help all teachers to improve." During any three-year period a teacher will have nine in-class evaluations conducted by three trained evaluators. Savage points out that the Charlotte program was not built around the idea of "plunging in with a hastily conceived merit pay plan," but rather "school officials are devoting *their first efforts to developing an evaluation system that teachers can trust*" (emphasis added) (p. 56).

In summary Savage concludes:

> It is not hard to think of the pitfalls inherent in evaluation progams; it is also true that some teachers are outstanding and some are barely passable, and a good evaluation can help reward the first-rate and improve the mediocre. If we want to change the system, and many of us do, we must develop evaluation systems that truly identify quality teaching. We must also develop payment and promotion systems that reward outstanding performance and encourage teachers to excel. (p. 56)

It should be pointed out that David Savage (quoted above) is an educational writer for the *Los Angeles Times.*

The *Chicago Tribune* (June 8, 1985) in an editorial pointed out that a survey of Chicago area school superintendents and a survey of area taxpayers both presented strong support for giving "high priority to weeding poor teachers out of the classroom. The editorial concluded with the statement: "but with or without new money,

both superintendents and Chicagoans want new measures to make it easier to dismiss incompetent teachers and to increase the responsibility of school administrators to do so."

The same *Chicago Tribune* reported a few days earlier (Franklin, May 22, 1985) that "the House passed 115-1 a measure sponsored by House speaker Michael Madigan that would require all teachers to be evaluated every two years and that incompetent teachers be fired." Madigan impressed upon the House members that "this bill is absolutely critical to the question of educational reform." Representative Madigan had previously stated that he "would not support any tax increases for education unless the boosts are accompanied by a provision making it easier for school administrators to fire incompetent teachers."

Franklin described Madigan's plan:

> . . . all teachers, including those with tenure, would be subject to *evaluations by school administrators* [emphasis added] at least every two years, beginning with the 1986-87 school year.
>
> Teachers rated unsatisfactory would be placed in a remediation program and would be fired if they did not improve after that program.

Bevan (1980) places faculty evaluation as an important component of faculty development. He sees such evaluation as a reinforcement to faculty members' personal and professional growth and improvement. He also sees the "primary goals of faculty evaluation" as being identical to the goals of faculty development, some of which are "the improvement of college teaching and the improvement of student learning." He goes on to say:

> When appropriately used, the information derived from evaluation can be most valuable in the propagation of faculty development.
>
> Faculty members are a college's or university's primary resource for stimulating learning and the central force in maintaining and enhancing its character, vitality, and outreach. Therefore, ongoing programs of faculty development and faculty evaluation should be of highest priority in every institution of higher learning, and leadership must

> be exhorted to establish more appropriate rewards to reinforce these programs.
>
> In the minds of many college professors the ends of evaluation are perceived as punitive and an infringement to privacy. Admittedly, this is a strange posture for persons who daily devote their time to developing critical skills and forming thought and judgment in others, who regularly and systematically gauge the progress of these evolving processes, and who regard constructive judgment as a mark of a professional academician. (p. 3)

Andrews and Marzano (1983) see institutions which "seek to identify, formally recognize, and reward excellence as creating at least one important condition to foster and promote motivation." They see faculty merit pay systems as attempts to foster such conditions. They do, however, tie these reward systems to well-organized and meaningful faculty evaluation systems. The evaluation system should force to the forefront the "hard work and exceptional efforts on the part of individual faculty members." They see the same evaluation system as "forcing mediocre and inadequate faculty performances into a reversal or into a movement towards dismissal" (pp. 106-107).

Andrews and Marzano (1984) ask whether the "number of instructors who are above average (assuming a normal distribution of teaching competence) should be given special recognition and possibly even a monetary reward?" They go on to suggest:

> Such activities would reinforce their behavior and provide incentive for the large number of average teachers to strive even harder. A comprehensive, discriminatory evaluation system would thus work "both ends of the curve" (see Exhibit 4 in Chapter 3) with the effect of improving the total instructional competence of the faculty. (p. 36)

The comprehensive faculty evaluation system utilized by Illinois Valley Community College addresses some of the above issues. Andrews and Marzano (1984) present the elements of this system in summary form:

> 1. Visit classrooms of all faculty members (tenured and nontenured).

2. Visit no less than twice during a five-year period.

3. Immediately follow up instances of poor performance and build a baseline from which to develop suggestions for improvement.

4. Make unannounced visitations to witness natural performances versus "staged" performances.

5. Create a healthy anxiety that keeps faculty well prepared, and expecting an evaluation at any time, to avoid a tendency to let down and provide students with an incompetent teaching performance.

6. Employ verbal feedback and written evaluation form with descriptive data on observations. Use the same instrument for all persons in order to maintain consistency.

7. Attempt to work for improvement directly with faculty members.

8. Include faculty union leaders to avoid misunderstanding on improvements being proposed and defects being cited. Create a climate for a team effort to resolve problem areas, with management and union sharing the same data and conference time. Realize that the faculty union will become concerned about a system that makes some members very uncomfortable. Prepare a Notice to Remedy when improvements do not manifest. This will require board of trustees action to become effective and as a legal step.

9. Make follow-up visits as necessary to verify improvements or lack of them on items previously documented.

RESULTS

The results, in outline form, of the comprehensive faculty evaluation system at Illinois Valley Community College follow:

1. Excellence in faculty performance is highlighted after being identified. Such recognition assists instructors to keep from being pulled to the "average" or "satisfactory" minimum performance level. It also provides an incentive to other faculty members who are capable of superior efforts that will then be recognized within the institution's evaluation system.

2. Satisfactory performances are observed and documented. Supervisors document and communicate areas of adequate performance. This has the effect of reducing anxiety on whether "I will be identified as one of those performing 'incompetently' by the supervisor(s)."

3. Incompetent efforts are identified and classified: poor preparation; lack of instructional objectives; lack of student expectations; poor structure and placing of material; failure to teach syllabus; poor testing/grading procedures; lack of professional development activities; etc.

> A plan of action for improvement has to be developed around the problem(s) identified. (pp. 36-37)

Andrews and Marzano summarize their evaluation plan as working only if administrators and boards of trustees provide both the monetary and public recognition for "excellence in efforts by faculty for their teaching and other job responsibilities" (p. 36).

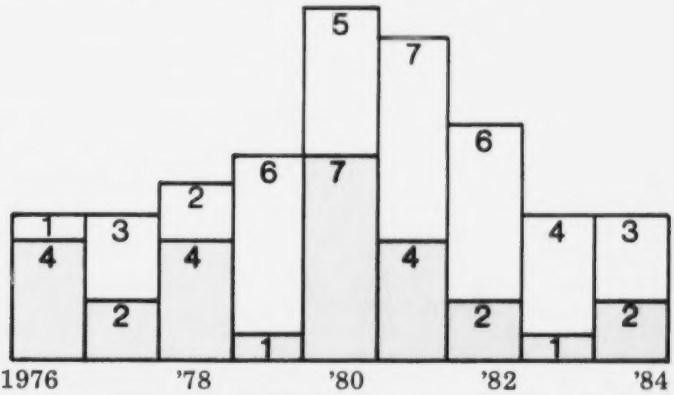
Griffin (1985) reported on a survey of Chicago suburban school superintendents, 98.8 percent of whom wanted state-legislated changes in order "to make it easier to fire incompetent teachers." They pointed out that it takes an average of 18 months to three years to remove an incompetent teacher. They point to the Illinois State Board of

EXHIBIT 6

Dismissing the Teacher for Incompetence

☐ Teacher fired ☐ Teacher reinstated

In number of incompetency hearing decisions



Note: Other reasons for dismissal include insubordination, criminal offences or violence against or sexual abuse of student.

Chicago Tribune Graphic

Source: Illinois State Board of Education

Education statistics (compare Exhibit 6) which showed 42 percent of the cases for dismissal brought forward ended up with the teacher being reinstated by the arbitration and/or court process (p. 1). It appears that many of the cases are improperly documented and prepared prior to dismissal action. The school superintendents' survey was hit hard by the Illinois Education Association immediately, which responded, "We like evaluation and we like remediation, but there is no reason to take away the teachers' rights" (p. 2).

SUMMARY

What did the above mentioned newspaper articles have to do with merit pay? Both the *Los Angeles Times* writer and the *Chicago Tribune* editorial and article present samples of the public and political interest that has mounted as a result of the critical national studies on the low state of the American school system! The public became tired of waiting for the educators to clean up their own act relative to needed educational reforms. In many states, the public disgust has been and continues to be communicated clearly to legislators, who are compelled to react with legal changes in the form of "educational reforms."

Administrators and governing boards have not bitten the bullet and moved aggressively enough to remove the poor and incompetent faculty members from their ranks. Faculty unions have resisted efforts by administrators who have attempted to dismiss incompetent teachers. They hide behind the tenure and seniority issue and have provided financial support to help protect the incompetent. During the mid-1980s, although the public has indicated a willingness to recognize and better reward excellent faculty members, a whole new resistance has popped up.

Centra (1977) has proven that peer-, student-, and self-evaluation systems do not properly identify poor instructors. Andrews (1985) *did not find one case* of a faculty member dismissed as a result of these three evaluation systems. He did, however, find numerous cases in which solid and fair administrative evaluation led to dismissals

of poor teachers and such dismissals were supported in the courts. His research covered 13 years of the *Handbook of School Law* from 1972 through 1984.

It is also becoming obvious that legislators are not taking the need for reforms lightly. Representative Madigan of Illinois made his emotional plea not to increase funding for education without requiring *administrative evaluation of all teachers, including those with tenure* (emphasis added). His plea led to a 115-1 vote by the State House of Representatives in support of his proposal.

The educational community has been far too slow waking up to the need to reform itself. It is interesting to read about the Chicago area superintendents asking for legislation to "make it easier to dismiss incompetent teachers." The question must be asked, "Why didn't they fire these incompetent teachers before?" The tenure law in Illinois did not prevent such action!

Jenkins, et. al. (1979) may have the best answer to this question:

> Guaranteed lifetime employment has more often come about because administrators and boards of education have been unsure of the *process* of discharging the unsatisfactory teachers. Or they have had an inadequate system of evaluating the teacher—particularly of recording such evaluations—and therefore have been hesitant to move against the teacher. *Boards and administrators frequently blame tenure for what in fact are their own failures in evaluating teachers and in securing qualified teaching staffs* (emphasis added). This is widely reflected in the small amounts of time and money allocated to the evaluation of personnel performance in our schools. (p. 11)

In addition to awakening the public and having it become involved in educational reforms, the issue of merit pay for teachers has reopened the issue of faculty evaluation. All serious discussion of offering merit pay, career ladders, or master teacher positions to teachers centers on developing a system of evaluation that can systematically and objectively distinguish superior teaching performances from all others.

The general public, legislators, and newspaper editors are clearly and loudly calling for *removal* of incompetent faculty members at the same time that they are showing

a willingness to improve the status and pay of the most competent faculty members.

Merit pay in the late 1980s, with its many controversial aspects, may well provide the stimulus necessary for an overall upgrading of the teaching profession along with the necessary financial compensation to allow it to happen!

5

Merit Recognition Practices in Elementary and Secondary Schools

There is considerable talk about merit pay for teachers but few schools and states appear to be formulating solidly based merit programs. This chapter reviews some programs that offer reasonable stability and elements that will make them successful in elementary and secondary schools.

There have been strong outside pressures brought to bear on elementary and secondary schools. *A Nation at Risk* (U.S. Department of Education, 1983) brought about an expression of public indignation toward the low state into which our educational institutions had drifted. Students were shown to be scoring lower on national tests than in previous decades. The teaching profession was found to be in disarray, low in quality, and highly underpaid. Quality college students were found to be boycotting an educational career *en mass* while many of the best teachers were leaving the field rather than devoting their lives to it.

This low status of teaching is by no means a mid-1980s phenomenon. Perkins (1984) in his national study on merit pay found the concern clearly articulated by President John F. Kennedy in 1963. He started his report to the Committee on Education and Labor in the U.S. House of Representatives with a quotation from President Kennedy's Special Message to the Congress on Education on January 29, 1963:

> Improved research and teacher training are not enough if good teachers do not choose to teach. Yet present salary schedules in some cases are too low at the start to compete against other positions available to college graduates. In almost all cases, they are too low at the top to retain our ablest young teachers. Without sufficient incentive to make teaching a lifetime career, teachers with valuable training and experience, but heavy family responsibilities, too often become frustrated and drop out of the profession. Their children may never try to enter.
>
> John F. Kennedy

While President Kennedy made clear that teacher salaries were *too low at the top* in 1963, (emphasis added), Perkins' committee found them to be far too low at the top for experienced teachers and also too low at the bottom for beginning teachers. (See Exhibit 1 in Chapter 1).

Perhaps American legislators at both state and national levels should join forces in properly funding a "war on illiteracy." This war should be fought in the educational reform movement that many states have been discussing but have already been falling short of committing adequate funds to support. President Ronald Reagan's call for merit pay for master teachers cannot be considered the blueprint for the reform movement that is needed. In criticizing President Reagan's proposal for merit pay, faculty members, their unions, and administrators look past the *catalyst* role that the President has played in starting an outpouring of further research and movements toward educational reforms.

A direct result of President Reagan's speeches of this kind was the development of the merit pay task force by the House of Representatives referred to earlier. Master teacher plans, such as that being initiated in the state of Tennessee, also have to be seen as a direct response to this challenge.

Representative Carl D. Perkins (1984) chaired the merit pay task force. Perkins' preface to the committee's final report stated in part:

> . . . I thought that the President's idea deserved appropriate discussion. I myself favor the general concept of

> merit pay for teachers. However, I also felt that the idea of merit pay had to be considered within the broader context of teachers' pay and working conditions, as well as preparation of teachers, so I appointed a Merit Pay Task Force to look at all of these issues. (p. 111)

Perkins went on to say "there can be no denying that there are serious problems, and if we fail to confront these problems we shall imperil the future economy and security of the country" (p. 1). He concluded that:

> . . . the one essential ingredient for a superior educational opportunity is a talented, dedicated teacher. Yet we pay teachers less than most professions. (p. 1)

The outlines on the programs that follow are presented to give the reader a summary of what is taking place in merit pay, career ladder, differential staffing, and merit recognition approaches in elementary and secondary schools nationally. Some failures are also included.

Pipho (1983) and Kohut and Wright (1984) have outlined the Master Teacher parts of the Tennessee plan of Governor Lamar Alexander. It followed the exact *career ladder* pattern outlined in Congressman Carl Perkins' "Four Career Stages" from the *Merit Pay Task Force Report:*

1. *Apprentice teacher*—an apprentice teacher would be issued a three-year, nonrenewable certificate based upon the following criteria: a degree from an approved teacher education program or equivalent courses, student teaching experience, and successful completion of the National Teachers Examination.

2. *Professional teacher*—a five-year renewable certificate is to be issued by the state board of education if so recommended by the Master Teacher Certification Commission. Each 'professional teacher' receives a salary increase of $1,000 over the usual increments.

3. *Senior teacher*—teachers at this level would be paid an additional $1,200 per year.

4. *Master teacher*—teachers at this level would be certified, have studied beyond the master's degree in the discipline, have more than 10 years of receiving consistent positive evaluations, and handle some in-service or summer-training responsibilities.

The Perkins study (1983) recommended that "a master teacher might have responsibilities which include developing curriculum, aiding other teachers in the classroom and serving on panels to evaluate others to be master teachers" (p. 5). It also recommended a base salary after the tenth year of teaching at $35,000 for a master teacher.

The idea of tenure as a permanent concept would be eliminated in Tennessee as teachers would need to go through a renewal of their licenses every five years (Kohut and Wright, p. 53). These same writers point out that the true test will be whether more master teachers achieving a higher level of classroom performance will "increase the number of master students in our public schools" (p. 54).

Stedman (1983) in describing the apprentice level says during the first three years of service the teacher would be evaluated and counseled by experienced senior and master teachers, the principal, and supervisors (presumably department or division-level chairpersons). He goes on to describe the apprentice level further:

> An apprentice could apply for a professional certificate at the end of the third, fourth, or fifth year of teaching and would then be evaluated by a team of master teachers from outside the district. This team would observe the apprentice in the classroom, review the candidate's inservice and professional development, conduct an interview, and possibly recommend a test of knowledge of the subject being taught. At the end of five years, an apprentice would either become a professional teacher or lose certification. (p. 55)

The use of a team of master teachers from outside the district may have better results than has been the case with "peer evaluation" from within the same school. Centra (1979) has noted that "when used for tenure or promotion decisions, colleague assessments may be distorted by mutual backscratching or by professional jealousy" (p. 73). He found other studies where faculty members who were charged with colleague evaluation responsibilities did not do any systematic in-class visitations, and perhaps none at all! He further discovered that

colleagues were generous to the point that, in one study, some 94 percent of the peers evaluated were either *excellent* or *good* (p. 75). He concluded that peers were even more generous than students who have been found to be loaded toward a "positive bias" (p. 45).

Centra offered another most important finding for anyone who continues to *promote peer evaluation* to know:

> A second finding showed colleague ratings to be not statistically reliable; the average correlation among ratings by different colleagues was about .26 for each item. This low reliability casts doubt on the value of colleague ratings as they were collected in this study. (p. 75)

The Tennessee plan has a great deal of emphasis on "peer" evaluation. This author, while questioning the degree of trust and value that should be given to peer evaluation, feels that some strong master teachers who have a sincere desire to upgrade *their* profession may become good evaluators with proper training. The research on such peer plans used in the past makes such an outcome one to be skeptical about. Surely the public will not tolerate a sham whereby instruction is not improved and poor instructors are moved into higher-level teaching positions through "backscratching," etc., as observed by Centra.

Proper training and a great deal of experience in objective evaluation of faculty members presents the possibility of developing a new generation of peer evaluators not at present described in the research literature. It should be remembered that not all master teachers are suited for evaluating their peers. Mentoring for younger teachers may be a more appropriate role for master teachers.

The public's interest in the Tennessee plan and in educational reforms in general is reflected by such nationally syndicated columnists as James Kilpatrick (1984), who highlighted the Tennessee "Comprehensive Education Reform Act" in his column with an essay entitled "Tennessee Be Proud: School Reform."

The Dalton, Georgia, school system merit pay plan has been in existence for over 20 years. The key to their plan has been the favorable degree of trust that has been given

by faculty members to the principals responsible for conducting the evaluations. The Dalton system requires administrators to attend classes on how to conduct performance evaluations of teachers. They receive certification as "evaluators" from the state (Cramer, 1983b, p. 33).

The Dalton teachers receive base salaries based upon a state salary schedule for all teachers depending on their degrees and years of experience. The local school district can then use some local funds for merit pay supplements to the base pay of faculty members who are performing at a meritorious level. The merit pay is considered substantial and amounts to $2,000 through $3,000 extra each year for those faculty rated "superior" (p. 33). One of the really important aspects of the Dalton program is that it provides merit pay awards for *all* teachers who qualify. There are no percentage or numerical limitations. Cramer points out that Penn Manor School District's merit pay plan in Pennsylvania caused itself many problems when the board and administration awarded merit pay bonuses of $1,000 to less than one-half of the teachers who were evaluated as qualifying for these bonuses (26 out of 58). Teachers were reported to be "horrified" at the negative responses that were received from colleagues who were not selected. A lack of funding destroyed what otherwise may have been a positive and effective plan.

The Laude, Missouri, merit pay plan has been in existence for some 30 years. It has the ingredients that Cramer feels are the most important for success of merit pay programs:

1. The amount of money offered provides a real incentive to improve performance;
2. All teachers in the system are evaluated on the basis of agreed-upon criteria; and
3. Evaluation is conducted with fairness.

Teachers receive $300 per point (up to 15 points) that they earn in their performance in such categories as (1) work with pupils, parents, and colleagues; (2) self-improvement professionally; and (3) work to improve the curriculum within the school and the system (pp. 33-34). They see their merit pay system as providing the

incentive to keep very bright teachers from getting stale after a few years and from considering leaving the teaching profession.

South (1980) reported on the Paradise Valley Unified School District in Phoenix, Arizona. In this system the superintendent had been working to initiate a ranking system for merit pay and termination purposes. He saw the top 16 percent of his administrators and faculty members as being deserving of merit pay status. On the other end of the scale he felt the bottom 6 percent should be required to improve or else be terminated. The National Education Association—Arizona Education Association filed suit to stop the plan going into effect for teachers. The union president did agree with the superintendent that quality in the school system needed to be improved and admitted that "We believe in evaluation." He went on to say "incompetent teachers can be, and often are dismissed under the evaluation now prescribed by law. But we don't like numbers games. We don't like arbitrariness. We don't like high-handed merit ratings. We don't like a system that invites jealousy, destructive rivalries, and backbiting" (pp. 31-32). This system of ranking had already been used with the administrators in the school district. Some were receiving upwards of 15 to 20 percent increases in pay while others were at 5 percent. There was some suggestion that the supervisors within the organization may also file a suit in court.

Superintendent Hunt of the Paradise Valley district pointed out that something had to be done to upgrade the teaching profession within the district. He said, "If we public servants don't assure the taxpayers that they're getting quality performance for their dollar, the public will take things into its own hands" (p. 31).

Some 19 percent of the 3000 Virginia Beach school teachers were reported to be on an increased salary increment due to their faculty recognition system. Their system, according to Brickell (1984), had already been in existence over nine years. They set up their system "to keep the best teachers in the classroom." Brickell, who was the superintendent, said:

> Here in Virginia Beach, we believe excellence in education depends primarily on recruiting and retaining the very best classroom teachers; we believe, too, the best education can be achieved only when the learning environment includes high expectations for students, teachers, and administrators—with commensurate rewards for meeting those expectations. (p. 31)

The three tiers to the Virginia Beach salary system are (1) probationary, (2) continuing-contract, and (3) career. The probationary is a three-year period which, if performance is satisfactory, places a teacher at the continuing-contract level. The pay steps in this second level go to 17 years of experience. It is the third tier (career) that rewards 'excellence in teaching.' This third tier was agreed to by the board and the school's teacher union in 1974. Brickell attributes the strength of this tier to the fact that the teachers played a major role in "establishing and determining the details of the master teacher/merit pay schedule." The minimum requirements for this third salary tier are:

1. A college-level professional teaching certificate;
2. Eligibility for the continuing-contract salary tier;
3. Satisfactory assessments on two previous evaluations with commendations clearly justifying career teacher status; and,
4. Demonstrated involvement in professional activities over a period of at least three years.

The reward? Once the career tier is reached a teacher immediately is eligible for a $3,350 increase over the maximum salary available on the second tier (continuing-contract). Teachers can, in addition, reach a longevity pay increase up to $3,100 more per year plus some additional salary increments for further graduate course work.

The program is considered successful and uses administrative evaluation in the evaluation of teachers. A 'safety valve' outlet is also available for teachers to appeal their evaluation reports. At the time of Brickell's article, discussion was under way to split the third tier into a two-part program. As he stated, the new top tier, "the pinnacle of our proposed salary structure, is the master teacher." These would be persons who have served at least five

years in the career tier. Longer contracts of ten, eleven, or twelve months would be awarded with pay supplements of $3,600, 4,000, or $4,500 annually. In the master teacher tier the teacher would have to "show skill in observing, assisting, and evaluating the performance of other teachers" (p. 40).

While it possibly did not start out with the concept of developing anything other than a merit pay plan, the Virginia Beach system now appears to have almost all of the elements of career ladder programs as is being established in Tennessee and as suggested in Perkins' 'four career stages' mentioned earlier in this chapter. It also has as its backbone an *administrative evaluation system.*

Savage (1983) had made it clear that his study of systems of merit pay or merit pay combined with a career ladder or master teacher program all have one key factor in their success—evaluation (p. 56). He pointed out that the Charlotte, North Carolina, career ladder program was appropriately delayed until the school officials could develop "an evaluation system that teachers can trust" (p. 56).

The Kalamazoo, Michigan, schools received a great deal of publicity in the 1974 *American School Board Journal* regarding a comprehensive evaluation system described as "biting the bullet" (Doremus, 1982). Teachers were to be rated by performance and the rating was to be done by pupils, principal, peers (5 to 15 of them), self, and pupil performance on the Metropolitan Achievement Test, which would carry the most weight. Doremus pointed out that while the plan was not touted as a 'merit pay' plan it had many of its ingredients (p. 410). The initial year of the program showed significant success in student achievement and in remedying some other problems that had plagued the district for some years. Soon, however, the plan was abandoned. Some of their difficulties follow:

> The superintendent was never able to impose merit pay on the teachers, and after a few years the computerized teacher evaluations were dropped. The rating scales proved time consuming because there were too many forms to fill out. Then, after a year or two, the responses became repetitions.

> The superintendent and school board might well have listened to the president of the teacher union: 'If this school system is going to have merit pay, then ideally it should apply all the way up and down the line from superintendent to teacher. But if this administration tries to ram it home, there's going to be real backlash.' This statement certainly didn't sound as if the president had closed the door to merit pay—but the attempt to ram it through did create a backlash. (p. 410)

The merit pay program never did come to pass in Kalamazoo. The faculty union became deeply enough involved in local school politics and were successful in electing candidates who were sympathetic to their causes. Doremus noted that less than eighteen months after the 1974 journal articles appeared six of the seven school board members had been recalled (p. 410).

DIFFERENTIAL STAFFING

Differential staffing plans pay persons in positions that are considered to be more important than others. Scherer (1983) says "the idea behind the plan is to relate compensation to a job and to stop paying everyone the same rate based on years of time in the system" (p. 25). She sees that each school district would have to make its' own determination as to which jobs should command higher pay.

The differentiated staffing plan is used in Houston, Texas, and is referred to as 'The Houston Second Mile Plan." Some of the ways its teachers can gain additional compensation are by teaching in schools with many disadvantaged students, or in areas where there are staff shortages such as bilingual education and secondary school mathematics. If a school within the Houston system has a student body that exceeds predicted test scores on standardized tests, its teachers may apply for additional pay stipends ranging in amounts from $400 to $2,000. The plan also rewards teachers for good attendance. If a teacher misses five or fewer school days in a given year stipends in the range from $50.00 to $500.00 are available (p. 25).

It is a sad commentary for the *profession* of teaching

when its practitioners, the teachers, must be rewarded extra for being present for their jobs as specified in their contract! Only too often this has become a problem in many school districts. Houston's pay plan provides a recognition of the problem. Hopefully the day will arrive when such a provision can and must be dropped out of a pay package for educators.

Scherer says criticism of this differential staffing arises from arbitrariness of some of the provisions as well as the problem of establishing the relative importance of different jobs in a school system (p. 25).

RESPONSES TO POOR AND INCOMPETENT TEACHERS WHEN MERIT PLANS ARE STARTED . . .

Pate-Bain (1983) in her analysis of the Tennessee Master Teacher Plan suggested that instead of trying to identify the 15 percent of master teachers in the Tennessee system, "we should be seeking out the incompetent teachers and using the procedure provided by the Tennessee tenure law to remove them." She goes on to show what will be needed to make the dismissal procedure work:

> If effective use of this dismissal procedure is to be achieved, every local system must have well-trained school board members who will support the recommendations of their administrators. The elimination of incompetent teachers requires adequately trained administrators—especially principals—who are prepared to work closely with teachers to overcome their deficiencies. However, when a teacher is unable to demonstrate the ability to perform at an acceptable level, the principal must be willing to document that teacher's deficiencies and to recommend dismissal. Thus principals must have training and experience not only as administrators but also as instruction leaders. (p. 725)

It is interesting to see the strong stance taken by this former president of the National Educational Association (NEA). She is advocating a position that should be taken by *all* proponents of merit pay, merit recognition, and career ladder programs. One must fear, however, that too many of these programs plan to "tolerate" the poor and incompetent teachers and justify such action by keeping these persons at a lower pay level.

The NEA at their 1985 delegate convention took one of the strongest stands ever by a faculty union relative to incompetent teachers:

> In another move to bolster the union's image, the delegates voted for the first time to support dismissal proceedings against incompetent teachers.
>
> The union said teachers should be given 'sufficient time and opportunity for improvement' after a negative evaluation.
>
> Then, if a teacher is formally re-evaluated and there is documentation of incompetence, dismissal proceedings with guaranteed due process should be initiated. *Chicago Tribune*, July 4, 1985, pg. 4)

Cramer (1983a) quotes Glen Robinson, president of the Education Research Service (ERS), who said "the reason many merit pay plans bite the dust in public schools is that the *most important component of the plans—evaluation of teachers* (emphasis added)—has been weak or unfair." He said Robinson sees that merit pay plans are often a response to the pressure of groups who resent incompetent teachers being left in the classrooms (p. 8). In short, he sees these plans as trying to focus away from these poor instructors to the good teachers.

Board President Frederic Genck of Lake Forest, Illinois, says "teachers who say merit pay doesn't work are just plain wrong. It's worked here (in Lake Forest) for ten years; test scores are up and steady, employee morale is good, and parents are happy with the schools" (Cramer, p. 10).

The issue of merit pay, while important to consider, is far from the answer once the total educational problems have been analyzed. Perkins' (1984) national study on merit pay did not find this as the cure-all to this nation's educational woes. He stated that "from our deliberations, this Task Force has determined that the question the nation must face is not simply how to implement performance-based pay for educators but how we can lift the standards of instruction in the nation."

The national Merit Pay Task Force Report made several key recommendations that are of paramount importance if educational reforms are to be implemented.

Some of these are presented below (Perkins, pp. 5-6):

> (1.) School districts and states must raise the basic pay of teachers.
>
> (2.) The pay of starting teachers must receive immediate attention. Higher pay for beginning teachers should be accompanied by higher state-imposed standards for those entering the profession.
>
> (3.) Despite mixed and inconclusive results with performance-based pay in the private sector and in education, we support and encourage experiments with performance-based pay.
>
> (4.) School districts should devote at least three percent of their budget to faculty growth and development.
>
> (5.) School districts should evaluate regularly and carefully administrative personnel.

This chapter has summarized a series of attempts by states and individual elementary and secondary school districts to implement merit recognition, merit pay, and career ladder programs. It should be obvious to the reader that these programs are still in an embryo stage in most places. The most important and most difficult task to come out of these attempts to implement faculty recognition plans is that of a *meaningful and accountable faculty evaluation system* and a focus on the *need to upgrade both quality and pay of teachers in American schools.*

Whether merit recognition, in itself, succeeds over the long run, the implementation of evaluation plans may prove to be the movement that leads to raising the overall pay in the profession. Public surveys presented elsewhere in this book have shown the public to be much more ready to raise salaries of good teachers if poor teachers are properly evaluated, and improved or moved out of the schools.

SUMMARY

There are some very definite patterns of "merit" programs emerging in American elementary and secondary schools.

The career ladder as proposed in the Perkins (1984) committee's *Merit Pay Task Force Report* and as being implemented by the state of Tennessee is one such system.

It proposes a four-level teaching career plan: the levels are apprentice teacher, professional teacher, senior teacher, and master teacher.

Responsibilities at the master teacher level are to be commensurate with the high level of pay that is to be associated with positions with this status and qualifications. Some *evaluation* responsibilities are suggested for master teachers. This writer believes that proper training will be necessary to overcome some of the deficiencies found by Centra and others in "peer evaluation" programs. He also cautions that while a master teacher may be able to conduct superior classes for his/her students, not all master teachers will have the personality, perseverance, and stress level necessary for evaluating other faculty.

Other merit systems were found to offer substantial pay increases to faculty members evaluated each year. These payments may become supplements to a state or local base pay level established for all teachers at different experience and college credit levels.

Some of these systems appear successful in their merit pay plans when the criteria are clear and the governing boards and administration provide merit pay for *all* who qualify.

All systems that have been reviewed as successful seem to have had adequate faculty input, gained trust, and authorized competent administrators to conduct the evaluation process. All the literature reviewed pointed to the need to have an adequate evaluation component as the backbone of the system. Those systems that were "jammed" in place by a superintendent had major problems and were not successfully maintained.

Taxpayers everywhere are concerned that top quality teachers be recognized and retained. It is refreshing to find some quality schools that have attacked this problem and are making it work!

6

Merit Recognition Practices in Community and Junior Colleges

Merit pay plans have not been universally implemented. The research published on such plans in elementary, secondary, and higher education schools is sparse.

There are a few well known elementary and secondary merit plans that are mentioned in almost every article that has tried to point to successful programs. Some of those most often mentioned are in the Ladue, Missouri School District; Washington Lake School District in Washington; Seiling, Oklahoma; the Houston Second Mile Plan in Houston, Texas; and the career ladder plan being implemented in Tennessee.

A NATIONAL COMMUNITY COLLEGE STUDY

This writer and his research colleague, Dr. William Marzano, decided to conduct a nationwide survey of the merit pay practices in the American community colleges during 1984-1985. There had been little to no previous investigation conducted in this area and only a handful of articles had even approached the subject. The researchers wished to find out what impact, if any, the national movement and public pressure for merit pay had been having on the community college system.

Questionnaires were sent out to the 1300-plus

community, technical, and junior colleges that were members of the American Association of Community and Junior Colleges (AACJC). A total of 816 colleges responded, which represented some 62.7 percent of the total colleges. Out of the 816 colleges, a total of 148 indicated *yes* to the question:

Question 1

"Does your institution currently have an operational FACULTY MERIT SYSTEM that provides FORMAL RECOGNITION and/or a MONETARY AWARD for outstanding faculty performance?"

Response: Yes--148 No--653 Unanswered--15

The next most important question on the survey dealt with faculty evaluation plans:

Question 2

"Are both part-time and full-time instructors, *including tenured faculty*, subjected to regular, systematic evaluation?"

Response summary: Yes--700 No--111 Unanswered--5

The next question asked about the *nature of evaluation* utilized by each community college. There were eight choices listed. Those choices and the number of responses to each one can be seen in Exhibit 7.

Respondents from only 24 of the 148 colleges indicated their merit pay or merit recognition system was contained in the college's faculty contract.

In relation to negotiation, a total of 339 colleges indicated there was a "presence of faculty collective bargaining" (41 percent) while 425 said "no" (59 percent).

A summary of those states having the largest number of merit pay plans is outlined in Exhibit 8. Ohio, Virginia, New York, Kentucky, and Illinois were the top five states. A total of 14 states had no community colleges with a merit pay plan in place.

The 148 colleges having a merit pay plan made up 18.1 percent of the total, which is much higher than any figures previously compiled in elementary and secondary school districts.

A sampling of the type of merit pay or merit recognition systems that were reported appears in the next chapter.

EXHIBIT 7

Nature of Evaluation Procedure

1. (67) Primary emphasis on *Classroom Observation* and evaluation of teaching performance by college administrator (s).
2. (8) Primary emphasis on *Peer Review* process.
3. (71) Primary emphasis on *Student Evaluation* forms.
4. (13) *Combination* of *Classroom Observation* and *Peer Review*. Indicate which receives the greater emphasis:
   A. *11* Classroom Observation
   B. *2* Peer Review
5. (151) *Combination* of *Classroom Observation* and *Student Evaluation* forms. Indicate which receives the greater emphasis:
   A. *98* Classroom Observation
   B. *53* Student Evaluation
6. (42) *Combination* of *Peer Review* and *Student Evaluation* forms. Indicate which receives the greatest emphasis:
   A. *22* Peer Review
   B. *20* Student Evaluation
7. (116) *Combination* of *Classroom Observation*, *Peer Review*, and *Student Evaluation* forms. Indicate which receives the greatest emphasis:
   A. *52* Classroom observation
   B. *28* Peer Review
   C. *36* Student Evaluation
8. (61) Other
9. (95) Unanswered

NOTE: The number of responses are shown in parentheses.

SUMMARY

This chapter has summarized a national study of merit pay and merit recognition plans existing in the American community college system in the mid-1980s. The total of 18.1 percent of these colleges having some type of merit plan was well above the percentage expected to be found by Andrews and Marzano. Previous research showed no more than 4 percent of the elementary and secondary schools having a merit plan at any one time. Recent public pressure has undoubtedly raised this percentage over the past few years. All school districts in

EXHIBIT 8

Colleges Reporting on Merit Pay Plans by States

States With Faculty Merit Plans	Number of Merit Plans in State		Total Number of Colleges That Responded By State
Ohio	15	of	29
Virginia	14	of	20
New York	13	of	36
Kentucky	11	of	14
Illinois	9	of	52
South Carolina	8	of	16
North Carolina	7	of	48
Oklahoma	5	of	13
Tennessee	6	of	12
Texas	5	of	46
New Mexico	5	of	11
Georgia	4	of	11
Michigan	4	of	23

Others (Alphabetical)

Alabama	0 of 28	Mississippi	0 of 15
Arizona	0 of 12	Missouri	1 of 16
Arkansas	0 of 8	Montana	0 of 5
California	2 of 80	Nebraska	2 of 13
Colorado	1 of 16	Nevada	1 of 4
Connecticut	0 of 12	New Hampshire	0 of 4
Delaware	0 of 1	New Jersey	1 of 10
Florida	1 of 19	North Dakota	1 of 5
Hawaii	2 of 6	Oregon	1 of 10
Idaho	2 of 2	Pennsylvania	2 of 16
Indiana	2 of 9	South Dakota	0 of 2
Iowa	1 of 18	Utah	0 of 5
Kansas	3 of 16	Vermont	0 of 1
Louisiana	0 of 4	Washington	1 of 22
Maine	0 of 5	West Virginia	2 of 6
Maryland	2 of 12	Wisconsin	2 of 22
Massachusetts	2 of 14	Wyoming	0 of 5
Minnesota	2 of 17	Other (Institution not indicated)	8 of 45

states such as Tennessee will have such plans in place through the late 1980s.

The individual school plans presented point out the diversity in the programs that are evolving. A number of these are presented in summary form in the next chapter.

Faculty evaluation systems are present in the vast majority of the community colleges. Classroom observation mixed with some student evaluation was the number one evaluation system indicated. Administrative classroom observation came in as third place, following student evaluation, which was the second most used evaluation plan by these colleges.

One surprise was the fact that only eight colleges indicated "peer" evaluation as being the main evaluation system. This is one of the primary systems utilized by senior universities and one that is often suggested by faculty organizations.

The use of student evaluations has been proven to be almost useless for the elimination of poor and incompetent faculty. Students tend to create a strong "skew" to the positive side in their evaluations. In summary, poor instructors appear to be more average on student evaluation forms. Centra's (1979) research showed students to be very generous to faculty. It is unlikely that student evaluation will provide much help in selecting "meritorious" faculty. The positive "skew" evident in student evaluation is more likely to create an impression that the majority of faculty fall into the top range—almost everybody above average!

7

Specific Merit Pay and Merit Recognition Plans in American Community and Junior Colleges

There is a definite movement by community colleges nationally to start recognizing the contributions of outstanding faculty members. Many individual colleges are struggling to identify their own criteria and merit plan for such recognition. In some states the community colleges have degrees of statewide direction. The Virginia Community College System and the State University of New York are two such cases. Both provide some guidelines to colleges within their systems.

McMillen (1984) found only a handful of community colleges that awarded merit raises to faculty members. Some sample "merit" winners she found were:

> (1) An accounting professor at Howard Community College in Maryland recently developed a plan for using microcomputers in the accounting department. For that project, he received a raise of $805 and a bonus of $200.
> (2) At Seward County Community College in Kansas, a social-science instructor received a performance rating of 3.6—out of a possible 4.0—after a lengthy evaluation of his teaching and community-service activities. For his high rating, the instructor received $2,037 increase in his salary.
> (3) Students and administrators at Mountain Empire Community College in Virginia gave an assistant professor of mathematics a 3.89 rating, on a 4.0 scale, for his teaching

skills and other college contributions. Based on the evaluation, the professor received a $1,000 increase in his base salary. (p. 27)

The *Virginia Community College System (VCCS) Policy Manual* allows each college to develop a merit plan to best fit its own campus needs. Merit recognition can be granted in at least three forms: (1) a multiyear appointment; (2) a promotion; (3) a merit award salary increase. Merit awards are to be based upon performance evaluations. The VCCS states that no less than 15 percent of salary adjustment funds will be set aside for merit awards and possible bonuses.

The State University of New York specifies that "discretionary" salary increases for full-time faculty members should be no less than $500 and no greater than $3,000.

Several colleges have a career ladder approach. Seward County Community College in Kansas, Black Hawk College in Illinois, and Jefferson College in Missouri are three such institutions. The plans of all three are described in this chapter.

Many of the colleges reported what may best be described as a "merit recognition" system of awarding extra pay or recognition to faculty members. Such systems were used more often than career ladder systems.

CAREER LADDER APPROACHES TO MERIT PAY

The Seward County Community College, Kansas, "merit evaluation system" uses merit as the only criterion in deciding on salary increases. The response of this college points out that "it is more difficult to administer, and it implies continuous self-evaluation to which many people in higher education only give lip service." The following are the system's five steps of merit salary increases:

1. *Step zero:* Inadequate, needs considerable improvement;
2. *Step one:* Adequate, an asset to the college;
3. *Step two:* Good, valuable to the college;
4. *Step three:* Very good, approaching excellence; and

5. *Step four:* Outstanding, a credit to the entire profession.

The following persons are involved in administering Seward's merit evaluation system: student evaluation (students); faculty member self-evaluation; supervisory evaluation (chairperson, dean, president); board (final approval only).

Division chairpersons have the primary responsibility in the Seward evaluation system. The following is an illustrative summary of how merit salary increases are decided:

- First, the president recommends to the board setting aside a percentage (10 percent) of the total cost for teaching salaries for all full-time professors and persons who teach part-time but are employed by the college full-time ($1,000,000). Overloads and part-time instructor salaries are not included.
- $100,000 ($1,000,000 X .10 = $100,000) is available for faculty salary adjustments;
- With 40 full-time teaching faculty members and 124 total steps available, it is possible to receive from 1 to 4 merit steps per instructor.
- 40 faculty members receive 124 cumulative merit steps; $100,000 ÷ 124 = $806 per each merit step given an instructor;
- An instructor who is awarded four merit steps would receive a salary increase of $3,224.

Seventy percent of the merit evaluation scheme is related to instruction, teaching, and learning activities. The other 30 percent is related to student services, recruitment, and community service activities. The exact percentage that is generated from student evaluation, faculty self-evaluation, and supervisory evaluation is not clearly stated in the college *Merit Evaluation Criteria and Procedure* handbook. The handbook does state that the "major purpose for the merit evaluation system is to assist in the improvement of instruction." What happens to the incompetent or poor instructors is not spelled out.

Barton Community College, Kansas, utilizes the same system as Seward County Community College. It does,

however, specify the following weights for arriving at the final merit recommendations: administrative evaluation, 50 percent; job targets, 30 percent; and self-assessment, 20 percent. The dean of instruction has the primary responsibility of evaluating the various professional staff members in this system.

Black Hawk College in Moline, Illinois, follows a "quality points" system for arriving at faculty academic rank within five categories:

Professor	325 points
Associate Professor	275 points
Assistant Professor	225 points
Instructor	175 points
Assistant Instructor	140 points

These "quality points" are tied to college degrees held or subsequently earned, professional experience and study, professional licenses, etc. There appear to be certain *quality evaluation* criteria tied to this promotional system. The quality points contribute only the minimum requirements for promotion. Yearly evaluation of teaching and service to students and community also are included when a promotion is considered. A total of no more than 15 percent of the total faculty members will be promoted each year.

Jefferson College in Hillsboro, Missouri, has developed a *Professional Development System* (1982) booklet to describe a "promotion system for rewarding outstanding faculty accomplishment in diverse professional areas." The program is optional and provides an opportunity for persons who desire promotions above their present level. It is based upon serving a certain number of years (4 years in each grade) and gaining points for outstanding performance in a number of professional development areas. The points are earned according to the number of clock hours devoted to the activity:

Category 1. A maximum of 3/4 of the total points for promotion may be gained from this category. A minimum of 5/8 of the total points must be from this category. Category areas include: curriculum and instruction; institutional services; lectures, workshops, short courses; course work; in-service training; and work experience.

Category 2. A maximum of 3/8 of the total points for promotion may be gained from this category. A minimum of 1/4 of the total points for promotion must be earned from this category. Category areas include: professional organizations, conferences; publications; creative exhibitions, performances; related civic activities; self-instruction programs; travel; and grants.

To be promoted form Level I to II, a teacher must have completed 4 years' service; from Level II to III 8 years' service, and from Level III to IV, 12 years' service.* Minimum point requirements are as follows: for promotion from Level I to II, she or he must earn a minimum of 240 points while in Level I; for promotion from Level III to IV, he or she must earn a minimum of 400 points while in Level III. These minimum requirements are summarized below. It is important to note that these are *minimum* requirements.

Promotion From	Minimum Total Years of Service	Minimum Point Requirement
Level I to II	4	Earn 240 points while in Level I
Level II to III	8	Earn 240 points while in Level II
Level III to IV	12	Earn 400 points while in Level III

The Jefferson College system does not deal with classroom effectiveness because "effective classroom performance is considered basic to the retention and advancement of all instructors." Classroom evaluation precedes involvement in this professional development ststem.

MERIT RECOGNITION PROGRAMS

The following teacher merit programs best fit what is considered "merit recognition" programs. Merit recog nition programs usually provide recognition for the past year of exemplary work—a cash award, plaque, or some other form of public recognition. Some select the recipients through administrative evaluation procedures.

Others use student-, peer-, and self-evaluating procedures.

The University of Minnesota Technical College in Waseca, Minnesota, has a "merit adjustment" plan based substantially on a faculty member *self reporting* system. In addition, faculty members are to submit student, peer, and/or division director evaluations.

North Country Community College of Saranac Lake, New York, has a system of merit awards for two to five faculty members each year. The award amounts vary from $500 up to a high of $1,250 and are based upon "exceptional merit in their work for this college, and during this year, above and beyond the call of duty." The college also has a "George Hadson Merit Award" for one or more persons each year. The criteria is based upon attitude toward work; consistency in job performance; versatility; personal responsibility; and cooperation with fellow employees.

Holyoke Community College in Massachusetts has set aside 1.5 to 2.0 percent of the total salaries to go to *performance-based* increases above the general pay increases handed out to staff.

The president of Moraine Valley Community College in Illinois submitted materials to describe that institution's faculty recognition awards of "Professor of the Year" and "Master Teacher." These awards are coordinated through the college's Center for Faculty and Program Excellence. Award winners are first formally recognized by the college and then are nominated for a National Professor of the Year competition sponsored by the Council for Advancement and Support of Education, Washington, D.C., and to the National Institute for Staff and Organizational Development (NISOD) located at the University of Texas at Austin, Texas.

The special pay for meritorious performance at Rogers State College in Oklahoma has as one of its major purposes to retain outstanding faculty members. The merit pay is used to "meet or exceed the level of pay that the staff member could gain for the performance of a similar function at another location." Instructional evaluation accounts for 70 percent of the total evaluation. This includes student and self evaluations and *administrative intuitiveness* (emphasis added).

The Clermont General and Technical College in Batavia, Ohio, solicits self-referrals from faculty members for "merit pay based upon superior performances." Selection is made based upon these self-evaluations.

A merit salary program at Texas State Technical Institute in Texas attempts to recognize employees "whose performance is consistently above that normally expected and required. It is intended to encourage continuation of a superior level of performance by the employee so rewarded and to encourage other employees to improve their own performance to equal or exceed that standard." Merit pay is budgeted for 25 percent of the total employees in this college.

The *Virginia Community College System Policy Manual* calls for the faculty salary plan of each college to include a merit pay component. A policies and procedures manual at Mountain Empire Community College in Virginia calls for both student and self-evaluation reports to be used in its review of faculty members for possible merit pay. The supervisor prepares a narrative that provides subjective aspects of evaluation of the faculty member. Whether or not this narrative is based upon in-class evaluation is not clear in the manual.

Eastern New Mexico University in New Mexico awards up to 10 percent of that institution's faculty no less than $1,000 in non-renewable merit awards. Faculty members initiate the process by making application.

The Eastern Shore Community College plan in Melfa, Virginia, sets aside 15 percent of the following year's salary adjustment funds to make payments for the college's merit plan. Merit awards are tied to "performance evaluation." Performance evaluation scores for the various levels are as follows:

Descriptive Terms	Composite Scores
Excellent	4.50 + above
Very Good	3.75 - 4.49
Good	2.75 - 3.74
Fair	2.00 - 2.74
Unsatisfactory	1.00 - 1.99

The Virginia Community College System (VCCS) specifies that merit award salaries are not to go to anyone

evaluated as *less* than "very good."* John Tyler Community College and Northern Virginia Community College submitted similar campus plans based upon the state plan. Northern Virginia's plan lists the following criteria for job performance rating in Appendix J of their 1984 revised *Faculty Handbook:*

Criteria for Job Performance Rating

Excellent

The "Excellent" rating is reserved for the individual whose performance consistently exceeds the performance described under the rating category "Very Good" to the extent that special recognition is called for. This rating indicates outstanding contributions in classroom teaching, curriculum development, college activities, and professional development for a single year.

Very Good

The "Very Good" rating is given to the faculty member whose performance or responsibilities clearly exceed the "Good" level in most areas. This rating indicates very good performance of faculty responsibilities, including classroom teaching, curriculum development, college activities, and professional growth.

Good

The "Good" rating indicates satisfactory performance of all faculty responsibilities, including classroom teaching, curriculum development, college activities, and professional growth.

Fair

The "Fair" rating indicates the faculty member marginally meets performance standards of all faculty responsibilities.

Unsatisfactory

The "Unsatisfactory" rating indicates the individual fails to meet the minimal standards of performance expected of him as a faculty member at Northern Virginia Community College. The evaluator giving this rating must state specifically the basis therefore in item III (Required Narrative Justification for Rating) of the NVCC 105-84 form.

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*This procedure is outlined under Item V, Virginia Community College System Compensation Plan.

Philosophy, Rationale and Instructions

The five-category rating scale ("Excellent," "Very Good," "Good," "Fair," and "Unsatisfactory") is intended to define evaluation more clearly as a tool of improving job performance, and to protect the evaluatee from being dismissed for any reason other than failing to meet minimum job performance standards.

The evaluator will not give the rating of "Unsatisfactory" or "Fair" without having first given the individual written notice of his/her need for improvement. If a rating of "Unsatisfactory" or "Fair" is given, the evaluator must arrange a conference (or series of conferences) with the evaluatee for the purpose of establishing written job performance objectives, the fulfillment of which would raise his rating at least to "Good" during the following evaluation period.

A faculty award, the "Burlington Northern Foundation Faculty Achievement Award," is available at Spokane Community College and Spokane Falls Community College in Washington for up to 30 faculty candidates a year. These awards are based upon the following criteria:

> Student evaluations of actual teaching skills over a two-quarter period; the candidate's self-evaluation and evaluation by a peer and a supervisor; letters of endorsement from current and former students; resume and other supporting documents; and finally, oral presentations by nominating students.

Student nominations and student evaluations appear to weigh heavily in this faculty award program.

Lake Michigan College in Benton Harbor, Michigan, has a goal established by the board of trustees to: "Develop and maintain employee morale; develop and implement a recognition program for staff. This would include a $1,000 merit award and a certificate of recognition to five college employees annually" (Browe, 1984, p. 2). The president's merit awards go to no more than five persons a year and are based on: (1) excellent job performance; (2) enhancement of LMC image; (3) service to the college; (4) involvement in the community; (5) scholarly activity and/or professional growth; (6) positive attitude toward LMC and his or her job; (7) long-term service (3 or more years).

Illinois Valley Community College, Oglesby, Illinois, has a faculty and staff member "merit recognition" procedure. Awards consist of $500 and an inscribed plaque for "excellence in classroom instruction and other job-related activities" (which vary by individual). Nominations are made by administrative supervisors. Faculty members are nominated by division chairpersons, the associate dean of instruction, dean of instruction, and/or the college president.

Illinios Valley has an administrative system that evaluates all tenured as well as non-tenured faculty. Faculty recommendations for merit recognition come primarily out of the in-class evaluation system and also take note of extraordinary "other efforts" by these faculty members. Some 30 such members have been recognized during the honors banquet for students over the 7-year period the system has been in operation. The system is refined each year. The college also gives public recognition through public information releases. The program is based upon the premise of the need for persons to receive recognition other than in basic pay programs. It is also the college's way to recognize the talent it has available among its faculty. The same administrative evaluation system is used that has effectively led to the dismissal, resignation, or early retirement of a number of tenured faculty members at the other end of the performance "curve."

Another administratively oriented merit plan is in effect at the College of Southern Idaho. As a result of a professional standards committee review, officials at the college concluded that:

1. Merit is administratively proclaimed and should be determined by the administration.

2. Merit by its nature is very subjective and, therefore, cannot be quantified. We all realize how difficult it is to quantify a subjective report such as an essay and get uniform results.

3. It was the feeling of everyone on the committee that the philosophy of recognizing merit is commendable. If such recognition is inevitable, it was felt that the Dean should be responsible for its determination. If he or she does his or her homework, he or she should be the most

nonbiased and best informed person to do it. His or her system should be given the *full* support of the faculty.

4. Merit recognition should be based *only* on one year's performance.

Clark Technical College in Springfield, Ohio, makes $1,000 awards to approximately five persons a year. They are recognized at the college's Charter Day ceremonies. The president of the Agricultural and Technical College in Alfred, New York, assigns discretionary funds for salaries to those identified as above average in their performance. Such awards can go to as many as 20 percent of the staff. The discretionary fund plan comes from the Office of the Chancellor of the State University of New York system guidelines.

The "Distinguished Faculty Member Award" at Walters State Community College in Morristown, Tennessee, recognizes one outstanding faculty member each year at the Annual Honors Day program of the college. The person is recommended to the president from an awards committee appointed by the president. The faculty member's classroom teaching effectiveness is the primary consideration used.

SUMMARY

Community college merit pay plans fall under two major categories: (1) career ladder, and (2) merit recognition. This pattern follows the same national trend as seen in secondary schools.

The plans that were submitted to Andrews and Marzano in their national study showed that many colleges were in the early stages of development of such merit plans. Most of the plans received made considerable use of student-, peer-, and self-reporting elements. These same colleges reported little to no in-class evaluation by administrators involved. One must question the strength of such programs in terms of accountability when supervisory personnel have so little input into the systems.

The College of Southern Idaho and Illinois Valley Community College presented two models which are primarily administratively determined.

The Illinois Valley system chooses merit recognition recipients through its in-class administrative evaluation system. The College of Southern Idaho found merit to be "an administrative proclamation and should be determined by the administration." The college wanted its instructional dean to play the major role in determining merit winners, as the dean was considered to be the most overall objective person in a rather subjective process.

8

Prognosis Into the 1990s

Changes in institutional practices do not come easily. So it is with the challenge of merit reward systems in education. This challenge in the mid-1980s has so far withstood a barrage of criticism, rejection, and denial of the need for merit recognition and the subsequent other educational reforms that have been proposed to make *merit recognition in education* a realistic and accountable possibility. It has also been a challenge taken on by the general public—which is hungry for meaningful educational reforms—governors, state and national legislators, and an ever increasing number of elementary schools, secondary schools, and community and junior colleges.

The "jury is still out" on whether or not the senior colleges and universities will attempt any major efforts during the present reforms movement. Far too many of them seem too entrenched in some form of merit pay plan that has been long in existence in these institutions. They also, so far, appear unwilling or unable to cut themselves loose from their present peer and student evaluation systems, however inadequate, ineffective, and/or disliked they are by many faculty members.

Administrators in American schools and colleges should not spend money for merit pay plans if they don't have a philosophical plan, commitment, and a value

system well thought through. They need to understand the impacts and consequences of such action—that not all faculty members will gain "merit" or master teacher status. Of course, neither do all faculty members gain such status now.

The average to poor faculty members, with their "who cares" attitude, should lose some of their *control* of the education environment. This will happen when a school promotes and recognizes outstanding efforts and will no longer tolerate poor and incompetent work.

The top 85 percent or more of any school's faculty should find themselves working harder when an administrative evaluation and recognition program is in place, trusted, and properly functioning.

The present emphasis on "merit" from the President of the United States has placed a focus on the fact that there are some quality and excellent instructors in our schools and colleges. There may be no better time than the late 1980s to build upon this focus. To reject or neglect the concept of rewarding meritorious work will only leave schools and colleges in the same vulnerable position they were in during the mid-1980s, when the very critical national reports on the state of American education were unveiled.

Merit recognition or merit pay in and of itself is far from a complete answer to problems pointed out in these national studies. Determining who is to be recognized and rewarded raises the question of what type of evaluation system will be needed to do this. What happens now when the same evaluation system has to deal with teachers who are performing at less than a satisfactory level? There isn't an educator (faculty or administrative) who isn't aware of incompetent teachers and administrators who have been and continue to be harbored in their schools. It is a disgrace to the profession that such persons are allowed to continue in important roles as the educators of America's children and adults.

There are only a handful of school districts and colleges that presently pay their top faculty members anywhere near the worth of their efforts and contributions. American society has been hurt badly for this tragic

oversight! Many of the best quality and most competent people that education has been able to attract to the profession have become disenchanted with the financial reward level available and, with the same outlook for the future, have taken more lucrative positions in American business and industry.

This author believes the present emphasis on merit pay, merit recognition, and master teacher programs should be thoroughly supported by faculty members, teacher unions, administrators, governing boards, and legislators. Recent public opinion surveys have consistently found the American public in favor of higher teacher salaries *if quality of instruction is evaluated* and the poorer teachers are removed from their schools. A poor instructor in an elementary or high school or community college can affect from 30 to 350 students a year. This means 90 to 1,200 (in a community school or college district) homes that can be affected by *one poor teacher* over a three-year period. How many schools or colleges can afford this kind of teacher in their faculty? How many can afford 5 to 25 of these individuals? The challenge on this end of the curve should be obvious.

Schools and colleges must move *now* to raise the master teachers salaries upwards toward the $40,000 to $60,000 range. The need for such support is apparent. The public has been surveyed and is speaking positively. A natural evolution should soon begin to take place. Poor and incompetent teachers, as they are removed, should be replaced with talented individuals who may now become attracted to the field with the new higher incentives in place for a career teacher. Monies available from the salaries of the more highly paid inept faculty members displaced should help ease the financial strains necessary to raise entry level faculties into the $20,000 to $25,000 range. High-quality entry-level persons will not be attracted to these positions unless both entry levels and "career" salaries look attractive and are competitive with salaries in the other professional career options available.

There will be little room for error in this evolution. "In-house" politics and favoritism cannot be tolerated.

Improper promotion of one poor teacher to a master teacher status will quickly sour and enrage a public which must trust governing boards and their administrators to make the reform system work. Average to poorly prepared personnel can no longer be allowed to enter the profession.

Shanker (1985), president of the American Federation of Teachers, made a strong statement in placing the responsibility for the continuing retention of poor teachers and for teacher evaluation on administrators:

> Obviously, there are still some bad apples around, and yes, their rights to due process are protected by state laws and union contracts. But this does not mean that they are immune from dismissal for just cause. The machinery for dealing with incompetent teachers is in place in every community and has not been compromised by any negotiated settlement. *If a poor teacher remains in the classroom, it is more likely the result of his supervisor's inertia and/or ineptitude rather than the protection of the union contract* (emphasis added). (p. 224)

Shanker goes on to say, "One cannot deny that this is often an unwieldly, time-consuming, thankless process. And the truth is that most teachers are as troubled by the situation as are supervisors. Incompetent teachers reflect badly on the profession and their fecklessness usually ends on the back of their colleagues" (p. 225).

Much concern by teachers throughout the United States has been noted (Andrews, 1985). The concern has not been centered as much on the concept of administrative evaluation becoming the dominant and most legally responsible evaluation system as on the fact that there are far too many unqualified and incompetent persons in key administrative-supervisory positions. This has to be a major problem to be addressed by governing boards every time a key instructional or administrative position needs to be filled in the months and years ahead. The faculty concerns are real, and a cause for alarm. The poor administrator also must be properly evaluated and improved or removed.

The administrative ranks largely have been filled by selection and promotion of teaching faculty members. As the overall quality level of school and college faculties

has been allowed to decline, so has that of the pool of top-quality teachers being shifted into administrative positions. This cycle has to be broken!

Educational reform opportunities of the magnitude now in the offing are and have been rare. The momentum started in the mid-1980s needs considerable attention through the remainder of the decade. All educational, professional, and legislative support groups will need to pull together. Faculty unions should move away from their lock-step "same-pay-for-all-faculty" salary schedules. Some evidence that the unions are coming to this realization has been seen in their openness to discuss various levels of faculty (career ladder) careers. However, some faculty union units are still making inadequate offers in the area of faculty evaluation systems. Gallagher (1983) wrote about the "peer evaluation" system proposed by the American Federation of Teachers (AFT). Such an evaluation system has proven to be useless in removing poor and incompetent faculty members (Andrews, 1985. p. 24).

The report by the Carnegie Task Force on Teaching as a Profession (1986) suggests "establishing a new category of lead teachers with the proven ability to provide active leadership in the redesign of the schools and in helping their colleagues to uphold high standards of learning and teaching" (pp. 47-48). This proposal by the Carnegie task force also recognizes that "higher teacher pay is an absolute prerequisite to attracting—and keeping—the people we want in teaching" (p. 48).

Darling-Hammond (1986) in her commentary on the Carnegie Task Force report says "the task force has not really grappled with the fact that an educational system designed to serve the immediate economic and political needs of the state is unlikely to support the levels of academic freedom, professional control, and student choice and empowerment implied in the recommendations . . ." (p. 76).

This writer feels the "lead teacher" category proposed in the Carnegie report is already present in the best schools and colleges in form of the principal and/or dean of instruction. In many instances these persons have been

elevated from their outstanding work and experiences as teachers in the education system. The Carnegie report, by promotion of the "lead teacher" status, is ignoring or dismissing the educational leadership role that should be the on-going major tasks of principals and deans of instruction.

Mangieri and Arnn, Jr. (1985) summarized a national study of principals in 152 junior high schools, middle schools and high schools that had received national meritorious recognition through the Secondary School Recognition Program. This recognition program was devised to "call attention to a national group of schools that are unusually effective in educating their students" (p. 8). The writers point out that "the information derived from this investigation shows that the premise of instructional leadership on the part of principals is not merely an educational myth" (p. 10). The ranking of those job dimensions by the principals themselves in these 152 meritorious schools resulted in two dimensions being rated the most important: instructional supervision (1st) and evaluation of teacher performance (2nd).

The Carnegie task force committee and other educational leaders would do well to submit this information to governing boards nationally. The quality of the principal, along with an understanding and carrying out of the top two job dimensions stated above, could be key to the revolution in education suggested in the Carnegie study. Whether the leadership of schools moves into the hands of "lead teachers" or remains with highly qualified principals and deans of instruction is much less relevant than the fact that these leadership dimensions have been identified and must be carried out by whoever is in the leadership role.

This book has presented a comprehensive look at how "merit rewards in education" are being integrated into elementary and secondary schools and into the American community and junior college system. There have been many attempts to respond to the 1983 challenge by President Ronald Reagan to provide for merit pay to the best teachers in the American school systems. In summary, this author has concluded that *rewarding merit in education*

is a concept that has arrived and should be nurtured and supported to the fullest. It has a very strong and positive conotation for the public and its legislative bodies. It appears merit reward can provide the *catalyst* for significantly improving the financial and professional status of a fairly large number of teachers currently in the profession. The merit concept also provides the challenge of furnishing the public with an accountability system of faculty evaluation that has been neglected as long as the author can remember. This challenge has spilled over into the recruitment, training, and education practices in *all* colleges and universisites charged with providing quality teacher training programs.

The author is optimistic that professional educators will hold their heads high in the 1990s as a result of having properly met the severe challenges raised in the mid to late 1980s.

The *first* graduating class of new *well screened, competently educated,* and high-quality teachers should hit the job market around 1990! Will we have the profession in order for them?

Epilogue

"In addition to asking about the barriers and opportunities for significant reforms, we should also ask what the alternatives are. If we choose to ignore the structural problems of the teaching profession, we will in a very few years face shortages of qualified teachers in virtually every subject area. We will be forced to hire the least academically able students to fill these vacancies, and they will become the tenured teaching force for the next two generations of American school children."

"If we are serious about improving the quality of education, we will have to make more than marginal changes in the attractiveness of the teaching profession. The search for excellence as it is being conducted in most states will not solve the problem. Fundamental reform of the teaching profession will be required."

Darling-Hammond
in *Beyond the Commission Reports: The Coming Crisis in Teaching*
(p. 19).

Appendix

FACULTY MERIT SYSTEM QUESTIONNAIRE

1. INSTITUTIONAL TITLE: (Please fill in the name of your junior/community college.)

   _____

2. INSTITUTIONAL SIZE: (Please check one based on semester/quarterly headcount.)
   _____ 3,500 students or less
   _____ 3,500-7,000 students
   _____ 7,000-15,000 students
   _____ 15,000-25,000 students
   _____ More than 25,000 students

3. INSTITUTIONAL SETTING: (Please check one.)
   _____ Urban
   _____ Suburban
   _____ Rural

4. DELIVERY OF INSTRUCTION: (Please check one to indicate percentage of instruction delivered by *full-time* faculty.)
   _____ 25% or less
   _____ 26% to 50%
   _____ 51% to 74%
   _____ 75% or more

5. COMPOSITION OF FACULTY: (Please check to indicate the number of *full-time* and *part-time* instructors.)

Full-Time Instructors:	*Part-Time* Instructors:
_____ 25 or less	_____ 25 or less
_____ 26 to 50	_____ 26 to 50
_____ 51 to 100	_____ 51 to 100
_____ 101 to 200	_____ 101 to 200
_____ 200 to 300	_____ 200 to 300
_____ 300 to 500	_____ 300 to 500
_____ 500 or more	_____ 500 or more

6. PRESENCE OF COLLECTIVE BARGAINING:
   Does your institution presently engage in formal negotiations with a faculty union or organization leading to an officially recognized collective bargaining contract? (Check one.)
   _____ Yes _____ No

7. EVALUATION OF FACULTY:
   Are both part-time and full-time instructors, *including tenured faculty*, subjected to regular, systematic evaluation? (Please check one.)
   _____ Yes _____ No

8. NATURE OF EVALUATION:
If you answered "Yes" to item No. 7, please identify the nature of your evaluation system. (Please check one.)

_____ Primary emphasis on CLASSROOM OBSERVATION and evaluation of teaching performance by college administrator(s).

_____ Primary emphasis on PEER REVIEW process.

_____ Primary emphasis on STUDENT EVALUATION forms.

_____ *Combination* of CLASSROOM OBSERVATION ( ) *and* PEER REVIEW ( ). (Place a check after component given greatest consideration.)

_____ *Combination* of CLASSROOM OBSERVATION ( ) *and* STUDENT EVALUATION forms ( ). (Place a check after component given greatest consideration.)

_____ *Combination* of PEER REVIEW ( ) *and* STUDENT EVALUATION ( ) forms. (Place a check after component given greatest consideration.)

_____ *Combination* of CLASSROOM OBSERVATION ( ); PEER REVIEW ( ); and STUDENT EVALUATION ( ) forms. (Place a check after component given greatest consideration.)

_____ Other. (Briefly describe.) _____

_____

_____

9. Does your institution currently have an operational FACULTY MERIT SYSTEM that provides FORMAL RECOGNITION and/or a MONETARY AWARD for outstanding faculty performance?

_____ Yes _____ No

If "Yes", *please forward* printed materials that describe your system.

If "Yes", *and* your institution *has* a formally negotiated faculty *contract,* is your MERIT SYSTEM contained in that contract?

_____ Yes _____ No

10. REQUEST FOR ADDITIONAL DATA:
Are you willing to participate in a possible follow-up study that would involve questionnaries to assess the attitudes of both administrators and faculty towards MERIT SYSTEMS?

_____ Yes _____ No

ANY ADDITIONAL COMMENTS? _____

_____

_____

_____

_____ Yes! Send me results.

Thank you for your time and cooperation in this study.

_____

Signature of person completing instrument

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The Issue...

Merit pay for master teachers has been called for by President Ronald Reagan. It has led to one of the most controversial periods in United States education. The President's call for "merit pay" came right on the heels of several national studies describing the deplorable state of education in American elementary and secondary schools and colleges.

MERIT IN EDUCATION is not a study of how to give money to a few outstanding teachers. It goes much deeper, exploring how the merit pay issue has helped to open up and air out what is wrong with education in America.

"The merit pay issue may well prove to be the catalyst that triggers the long needed education reforms prior to 1990," notes Dr. Hans Andrews, Dean of Instruction at Illinois Valley Community College. "Teacher salaries at both the entry and career levels is one of our national disgraces. The 'harboring' of poor and incompetent teachers and the neglect of outstanding teachers from merit pay or merit recognition plans are among the tragedies that have led to the demise of the American education system," states Andrews.

The Book...

In this provocative book, Dr. Andrews views the need for strong administrative evaluation systems as necessary in order to properly identify and reward the best teachers in the elementary, secondary and college levels of teaching. He provides the reader with numerous examples of merit pay, master teachers, and merit recognition practices already in place or on the "drawing boards" at all levels of education. He presents the unions' responses to merit pay and challenges them to look at and use the merit pay issue as the catalyst to raise the upper ranges of income of top career educators to a level competitive with other professions.

Andrews' book is the first of its kind on the merit pay issue in American education. Many journal and newspaper articles have been written on the pros and cons of merit in education but no in-depth study has previously been accomplished.

MERIT IN EDUCATION is both theoretical and practical. It should have much appeal to the general public as well as to governing boards, faculty unions, teachers at all levels, and administrators who often are instructed to help "draw up" and "administer" a merit program. In addition, it should provide a guide to legislators who are under great pressure to understand the often complicated issues of faculty pay, merit or master teacher plans, and quality in evaluation. Teacher education programs may find Andrews' book as an excellent text for understanding a large part of the education reform movement taking place as their future teachers prepare for future entry-level positions.

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